NATIONAL MUNICIPAL REVIEW

1949 VOLUME XXXVIII, NO.

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Coroners Are Obsolete

THAT coroners and coroners' juries are obsolete was established in 1877 when Massachusetts substituted an appointive expert medical examiner system. It was proved again when New York City, holding its nose, abolished coroners in 1918 and set up a qualified medical examiner appointed by the mayor from a civil service list.

Maryland and a few counties here and there got rid of coroners as inefficient political sinecures. But several thousand of them in the 3,050 counties still survive the sporadic investigations of the last half century. Most are securely frozen into state constitutions, defying dislodgement, although an eminent committee of the American Medical Association testified truly (1945):

> The practice of selecting official medical investigators by direct vote of the electorate or by some form of political patronage has led to the systematic scrapping of invaluable experience, has placed persons in office who are not only inexperienced but not infrequently incompetent as well, has predisposed to partiality in the conduct of public business and has discouraged from entering public service the very kind of physician that should be engaged in this important type of work.

As obscure elective offices, coronerships are petty political plunder commonly utilized to fortify county political machines and doing nothing that does not have to be done over again.

The remedy? Here's the simplest: Jefferson County (Watertown), New York, got a special law (Chapter 110, Laws of 1916) which merely transferred the coroner's duties to the district attorney. In 1920 Oswego County did the same (Chapter 369). In 1923 the district attorney of Jefferson testified to a legislative committee (Legislative Document 55) that prior to 1916 the cost of administering the coroner's office ranged from $2,400 to $8,000; under the new law, $650 to $700 for occasional autopsies.

The "district attorney and acting coroner" of Oswego writes (1949) that his office incurs extra expense of "approximately $1,200 a year for medical fees on the per case basis,' for doing what coroners used to do. As an elective coroner would also have incurred that expense, it appears that the district attorney takes the whole coroner function in his stride without any added costs to the county.

There's 30 years experience with simple abolition! Also in the state of Washington in the 28 counties below 40,000 population, coroners have been combined with county prosecutors since 1926.

Making elective county prosecutors *ex officio* coroners may satisfy obstructive constitutional stipulations since coroners thus remain elective.

Let it be added, however, that there is need also for bringing to unexplained corpses the technical detective resources of modern "legal medicine." That means setting up a state service since few counties have

cases enough to support specialists and adequate laboratories.

What is needed is a model law that will set up a workable system operated by persons who are technically competent.

For Pay or Glory

IN THE course of a debate in Des Moines over adoption of the council-manager plan as provided by the Iowa enabling act, strenuous opposition developed to the $300 a year salaries for councilmen. It was urged that the figure should be raised to $5,000.

Questionnaires were sent to other cities having the council-manager form of government to determine how much councilmen were paid and how many hours per week mayors and councilmen spent on their municipal duties.

The results were more interesting than significant. They showed no correlation between large salaries and the long hours which some councilmen put in whether they have to or not. Cambridge, paying its councilmen $4,000, got no more hours of work than Grand Rapids, paying $1,200, or Hartford, paying nothing. Cambridge's mayor, who receives $5,000 per year, was reported to put in only one-fourth the time of Charlotte's mayor, who gets $1,000, and one-fifth the time of Hartford's mayor, who serves without salary.

The *Model City Charter* leaves blank the amount of salary for mayor and councilmen. Nominal salaries or, ideally, no salaries were the early concept and still are the rule, with some exceptions.

Small fees for attendance at weekly evening meetings seem quite feasible and it is obvious that arduous hours make it more difficult to secure first-class candidates with careers of their own. The opportunity to perform important public service can attract better men than will a salary substantial enough to attract candidates for the salary's sake.

Furthermore, substantial salaries sometimes encourage councilmen to feel that they have full-time jobs; and city managers are not particularly helped by being subjected to the ordeal of having their councilmen looking over their shoulders and breathing down their necks as a steady diet.

Experience of hundreds of school boards throughout the country testifies that high grade unselfish citizens welcome opportunities to serve for little or no pay and avoid service that might make them look like "politicians" who seek office for what there is in it.

Payroll Tax Boon to Toledo

New capital improvements made, debts paid off, service levels restored, and property and equipment rejuvenated.

By RONALD E. GREGG*

TOLEDO turned to a city income tax[1] for relief from prewar fiscal problems and postwar progress—and with considerable success. The degree of success may be measured both against the original plan of the Citizens' Finance Committee and inflationary postwar pressures affecting all cities.

City council adopted the tax in January 1946 as an inherent power of home rule in Ohio. The state constitution permits an income tax but the legislature never applied this authority. The presumption in this state is that state constitutional powers are inherited by charter cities in absence of state legislative denial or pre-emption of the tax field.

The new tax became effective March 1, 1946. A referendum vote, held a month later as demanded by the CIO, upheld the tax. The power of the city to levy the tax was also sustained in the only completed court case.[2]

The one per cent tax on earned income of both individuals and business has exceeded—in fact nearly doubled—revenue expectations. For the ten months in 1946 collections were $4,051,809; for 1947, $5,657,002. Collections for 1948 were $4,485,399 at the end of December, with an estimated deferred settlement of enough to make between $6,250,000 and $6,400,000 the total for the year.

Principal reasons for extra collections were three: first, original "official guesses" were deliberately conservative in the absence of reliable basic data; second, postwar employment surpassed the wartime peak; and third, levels of wages and profits increased.

Annual expenditure limitations or controls were written into the ordinance that created the tax. This procedure was based upon needs established by the comprehensive 1945 report of the Citizens' Finance Committee. The new tax was created for a five-year period to meet these needs. And the annual requirements then set forth totaled $2,988,543 plus tax administration costs for city purposes and $480,000 for school purposes. Any surplus was earmarked for debt payment.

Costs of administering the income tax were estimated at 4 per cent; actual costs are running less

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[1]See "Toledo Adopts Payroll Tax," by Ronald E. Gregg, the REVIEW, March 1946, page 108.

[2]*Angell* vs. *City of Toledo, et al.*, Lucas County, O., C. P. 169563 action to demur; pending, *Knox* vs. *City of Toledo, et al*, Lucas County, O., C. P. 169583, declaratory judgment prayed by federal employees.

than 3 per cent: 1946—$104,000; 1947—$142,000; 1948—$199,000. Primary reason for the unusually low cost is that approximately 70 per cent of the revenue is collected by payroll withholding and, unless the taxpayer has another source of earned income, he need not make a report.[3]

Each year $1,388,543 is set aside to pay debts that were refunded annually from 1936 through 1945. This amount is a fifth of the total of that refunded debt. During 1946-48, $2,958,309 of debt service was paid, and $1,207,320 is in reserve for future maturities.

To re-establish a normal maintenance and replacement basis for city property and equipment, $250,000 is used each year to take up the backlog that accumulated during depression and war years.

Equipment Replaced

Much worn and obsolete equipment has already been replaced with more efficient items—a fleet of rubbish trucks, incinerator rebuilding, garbage truck bodies, aerial ladder trucks, fire pump trucks, emergency squad trucks, police cars, ambulances, police-fire alarm lines and boxes, rotary snow plows, park mowers, parking meters, repairs to auditorium, zoo and welfare farm buildings, heating plant, office equipment and furniture, playground equipment, wading pools, bridge repairs, etc. Because of inflated prices this $1,250,000 phase of the five-year program cannot be completed within original allotments, but major portions of the most essential items have been realized.

Each year $550,000 is used for pay-as-you-go new capital improvements. Again, inflated costs (55 per cent increase from 1945 to 1948) have cut down what can be accomplished within original allotments. Three swimming pools, street construction, a scaled-down contagious disease hospital and land purchases for civic center extension, union station plaza, clinical health center, play fields and a park—these are realized. The original program is approximately a third finished; will be perhaps two-thirds complete by the end of 1950.

The $800,000 allotted annually for general operations makes possible a more adequate service level, rubbish collection and trained recreation supervision. During the first three years it permitted wage adjustments. But the allotment is insufficient for the future if postwar economic pressures continue.

Each year $480,000 is set aside in a stabilization reserve fund. At the end of the year the reserve is transferred to city operating funds for the following year and its property tax request is reduced by the amount of the transfer. In this manner the schools and county can increase their respective property tax levies without a net change to property taxpayers—and have done so.

Surplus collections, the excess over the specified allotments outlined above plus income tax ad-

[3]For administration processes, see "City Payroll Income Tax Proves Its Workability," *American City Magazine*, January 1948, page 112.

ministration costs, are earmarked for additional debt payment. First actions on this phase of the financial plan are occurring now. Reasons for delays are: first, potential legal threats to the tax, in general; second, building an adequate over-all cash reserve to assure payment of the old refunded debts.

The accumulating surplus of $479,665 in 1946, $2,046,736 in 1947, and an estimated $2,582,195 or more in 1948 brings the total to $5,108,596. This makes possible the elimination of city property tax levies for debt service. Instead of a 3.5 mill levy for city debts in 1949, the $1,758,589 is being paid from the income tax surplus. In fact, at the rate income tax revenue is being collected, there will be sufficient surplus by early 1950 to pay off all general tax debts of the city.

In other words, when the tax was enacted the city general tax supported debt was $20,165,000, but since then $6,010,047 was paid with property tax money and the remainder was or will be paid with income tax money. This, of course, is an unanticipated result, not forecast in such large degree by even the most hopeful.

The combined effect of the stabilization fund, which reduces city levies for operating purposes, and payment of old debts with income tax money, is that the 1949 city property tax rate is 3.45 mills. This, added to the school rate of 10.58 and the county rate of 2.97, gives an over-all rate of 17 mills—a rather low urban tax rate.

Last fall council drafted an amendment to the income tax ordinance to increase for 1949 and 1950 the allocations of income tax money for general operating purposes and to make subsequent surpluses available for capital improvements. This was to offset the price pressures of inflation. Because the ordinance had gone to referendum, it was necessary that the amendment also be put to public vote. Voters disapproved the amendment in November; sustained the original limitations.

Change of limitations, however, is likely to come up again in the spring of 1950. With sufficient reserves then to pay all city general tax debts, proper disposal of the surplus accumulating thereafter until the tax expires, December 31, 1950, will be in order. The amount involved, at present rate of collection, may be $2,500,000 to $3,000,000. The question of freeing such surplus funds not needed for debt payments for another purpose then in need may be taken to court for a declaratory judgment or to popular vote.

Debt Retirement Planned

Unfortunately, Toledo's bonds are not callable. The last of these annual bonds matures in 1976. The more than $4,500,000 already on hand and future allocations of income tax money for debt retirement are being placed in a specially developed investment fund. Earnings are estimated at about $575,000.

In conclusion, several points merit enumeration:

1. Toledo faced the postwar

(Continued on page 180)

No Tenure for City Managers

Despite many proposals for protection from removal, few charters are found to have weakened power of councils.

By RICHARD S. CHILDS*

FOR a third of a century now the council-manager movement has been kept true to the original concept and few of the hundreds of local charter commissions have diverged into even minor errors of principle.

The commonest shortcoming is a timorous failure to bring all existing independent administrative offices, like city clerk, city attorney, treasurer or money-spending administrative boards, under the manager's control so as to complete the integration of line operations.

When such officers are left elective or otherwise independent in deference to local tradition or personalities, cooperation may happen to be genuine and deferential. There have been cases, however, where the city manager, failing to obtain voluntary cooperation, has felt obliged to set up a complete duplication of services under his own oversight.

Such compromises in charters are failures to carry the council-manager concept to completion rather than deliberate divergencies. The eighteen county manager setups comprise similar shortcomings which, however, usually reflect constitutional obstacles.

Next in importance are the deliberate divergencies which range around notions of protecting managers from unreasonable or capricious removal. In a scatteration of unorthodox charters the manager, instead of serving at the pleasure of a majority of the council, is sheltered by a provision requiring more than a majority to remove him. Since the majority usually is left with ample ability to cut his salary, upset his projects and make him miserable if he should cling to his post, his shelter is obviously a frail one.

In the New Jersey permissive law, as first enacted in 1923, a council majority could remove the manager. This was unhappily amended in 1936 so that removal required one more than a majority, for cause, after a hearing. It was amended again, in 1948, to permit summary removal by a majority during the first three years of a manager's tenure, after which removal by a majority must be "for cause."

"For cause" gives the manager a chance to appeal to the courts and invoke their aid in an effort to hold his job against an adverse council. Actually no such case ever arose in any of the seven council-manager cities in New Jersey during the twelve years the extra vote requirement has been in effect. Opponents of the council-manager plan in local adoption campaigns have often harped on this provision, however, and drawn lurid forecasts of entrenched dictators. Undoubtedly

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existence of the provision has deterred consideration of the plan in many New Jersey municipalities. This vexatious detail of the law will disappear if the pending report of the Faulkner Commission is adopted in the 1949 legislature.[1]

In 1948 in Massachusetts certain revisions of the optional city charters act led to insertion of the requirement of a two-thirds vote for removal—five out of seven or six out of nine—in future adoptions of Plan D (council-manager). The provision may henceforth bedevil campaigns for adoption out of all proportion to the actual probability of the contingency of a resistant manager and an adverse bare majority in council.

Cities Protecting Tenure

Several home rule or special charters also include such protection of tenure.[2] Those brought up by an incomplete dragnet for this discussion are:

Saugus, Massachusetts, four out of five; Berkeley, California, six out of nine; Pasadena, California, five out of seven for both appointment and removal; Petaluma, California, five out of seven; Sacramento, California, six out of nine; Sacramento County, California, four out of five but only for cause in his first year; San Diego, California, five out of seven; San Mateo County, California, four out of five by a 1948 amendment; Escanaba, Michigan, four out of five after the first year in office; Pontiac, Michigan, five out of seven after the first year in office; Ypsilanti, Michigan, five out of seven; Phoenix, Arizona, five out of seven or by majority "for cause"—1948 amendment; West Hartford, Connecticut, five out of seven.

Protected tenure appeared in a bill, defeated in the 1948 Massachusetts legislature, extending a council-manager option to towns.

In these cities the total exposure of managers and councils to the odd contingency of a desire of a majority to remove, thwarted by lack of an extra vote and coupled with persistence of the manager in clinging to his office under the circumstances, aggregates 219 city-years up to 1949. To the best of our knowledge it actually has occurred just once! That was in Sacramento in 1927.

In that city a new group captured five of the nine council seats and, according to information obtained at the time from local National Municipal League members, proceeded to try to force the city manager to make political removals and appointments including the police chief. According to one of these members, they tried to remove the manager

[1]For a review of this report see the REVIEW, March 1949, page 159.

[2]Parenthetically, be it noted that deviations in several charters go the other way and make a manager's tenure more precarious: Dayton, Ohio, and Long Beach, California, make it possible to recall the manager. It was tried once in the latter city in 1931 but the petition was thrown out as insufficient. In Bend, Oregon, a vote is required every four years as to whether the manager who happens to be in office at the moment shall be retained; on the last such occasion, November 30, 1948, the incumbent's retention was approved three to one. In San Jose, California, such a vote is required every two years and an attempt in 1948 to remove the provision from the charter was defeated. Such provisions impair the council's proper responsibility and must tend to make the manager a political figure.

"after a mock trial for alleged incompetence in which they succeeded only in proving their own incompetence and emphasizing his accomplishments," but failed to muster the necessary sixth vote.

The manager stayed through two years of tension.

In the next election, 1929, the manager's four supporters were re-elected but although all the tickets professed to favor retention of the manager, he was ousted by eight votes immediately after election without warning or explanation and a local sponsor of the principal group was put in as manager. Despite the unpromising start, he served with widespread approval for fifteen years.

There may, of course, have been other occasions, never brought to a head, where a quiet count of noses deterred a majority of a council from attempting to displace a manager in these cities.

Other Protective Devices

Requirement that removal may be only "for cause," as in the New Jersey optional act and New York State's county law cited below, may lurk in some other charters also.

In Newburgh, New York, an attempt in 1948 to make the manager removable only "for cause" brought adverse comment from the National Municipal League and the International City Managers' Association and it was defeated.

Such a phrase in the charter could provide the council with the alibi that it cannot remove an unsatisfactory manager for lack of enough definite "cause" to satisfy a court and envisages the possibility of a manager clinging to his office despite even a unanimous council!

A few other charters impair the council's authority by providing fixed terms for managers. For example, San Mateo County, California, in its 1932-1945 charter provided a four-year term for the manager and a board of supervisors elected in 1936 had to await expiration of his term on June 2, 1937, before it could replace him.

Arlington County, Virginia, provides a term for managers expiring December 31 of each year and requiring 60 days notice if his services are not desired for the ensuing twelve months.

The 1935 statewide optional manager law under which Monroe County (Rochester), New York, operates, provides appointment by the supervisors for a four-year term subject to removal only for cause after statements of reasons and a hearing and subject further to court review by order of certiorari. The first manager, selected in 1936, is still in office.

Employment contracts are sometimes made by councils to assure a fair trial of a prospective manager's services, especially when he is being induced to come from out of town or to leave another job. Such contracts, not running beyond the term of the council which makes them, seem unobjectionable but the city managers disclaim interest in even this limited protection.

The International City Managers' Association put a committee on the question in 1935. Two-thirds of the 201 managers who replied to the committee's questionnaire opposed a

definite term of office or a contract. Only thirteen had ever served under a tenure contract and nine of these preferred indefinite tenure.

Tenure Not Desirable

The committee concluded: "Appointment for a definite term, with or without contract, is not desirable from the point of view of either the city manager or the council. The relationship between the council and the manager is largely one of confidence, and when this is broken down because of change in council personnel or other reasons, an effective working relationship no longer exists. The committee believes that a contract appointment would somewhat discredit the aim and purpose of democratic council-manager government and perhaps bring the manager into politics."

Clarence Ridley, director of I.C.M.A., adds, in 1949: "I am strongly of the belief that the experience under the council-manager plan in hundreds of cities since 1935 would strengthen and support this statement of the association's committee. One of the most important features of the council-manager plan is that a city manager can be removed at any time or he can be retained in office as long as the council desires. The only protection that a city manager needs or wants would be adequate notice with a statement of reasons for removal along the line of the provisions of the *Model City Charter*."

Presumably the sentiment of city managers would be even more adverse to the extra-vote-for-removal device that could enable a manager to flout a majority.

The *Model Charter* of the National Municipal League empowers the council to suspend the city manager summarily, with pay, by majority vote. At least 30 days before removal shall become effective, "the council . . . shall adopt a preliminary resolution stating the reasons for his removal. The manager may reply in writing and may request a public hearing" after which a final resolution of removal may be adopted by a majority with payment of his salary for the three calendar months following the adoption of the preliminary resolution.

This provision for deliberateness of procedure does not diminish the responsibility or authority of the council. The 30 days' delay prevents the council from trying to avert a ruction by surprising the public with a *fait accompli*. The public is big and clumsy and requires a little time to get into action and the delay gives it a chance to go to the rescue of the city manager if it wants to do so. This indeed has happened dramatically many times, particularly when the contemplated removal has been believed to be based on political motives. It has resulted in reversal of votes and sometimes even in prompt recall of the council.

Opportunity for the public to take a hand is a desirable detail and appears in most of the newer charters. But any device which so protects the tenure of the city manager as to enable him conceivably to defy or flout a majority of the representative council, impairs the unity and discipline of the governmental mechanism and is utterly unsound in principle.

You Must Know Your Town

Dynamic promotion of democracy through booklets on each community helps to produce politically mature citizens.

By DOROTHY L. JUDD*

MERELY supplying citizens with information is often a fruitless routine. This must not be so. With Communism knocking at our door, indeed, walking unbidden to our very hearth-fires, we dare not longer continue firing such unaimed, scattering shrapnel. We must shoot for a mark and hit the bull's-eye.

The time has come to lift our eyes to a higher goal; nothing less than the dynamic promotion of democracy.

Voting statistics continually indicate the voter's ignorance of the relationship of his local government to the national and international picture. The brief attention given to the study of local government in the schools in comparison with the time given to national and international government implies a similar attitude in the teaching profession.

Indifference of state legislatures to urban problems is another blind spot. These are storm signals that warn such groups as the National Municipal League and the League of Women Voters that they can never cease to hammer home to the citizen the fact that the whole structure of democracy rests on the community.

In the community rises the need for government services. Here is the source of government revenue, the well-springs of political power, the roots of congressional policy, domestic and foreign. Here our civil rights have their primary being. Here lies the control of education, the heart of democracy. Here grow those human relationships which will determine the success or failure of citizen cooperation.

This is a discussion of one of the tools for "informing citizens about local government," the publications of the Leagues of Women Voters about their communities. These grow out of group studies inspired by the survey outlines published by the National League of Women Voters entitled, *Know Your County, Know Your Town* and *Know Your Town's Future.* Such study material was first published in 1923 and has been in steady demand ever since.

In preparing these studies the first question is whether there is a need for a booklet on your own particular local government. What material already exists? There may be excellent annual reports published by your city, school or county governments, although they are like-

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ly to be confined to factual material of annual current interest. The chamber of commerce probably publishes helpful material, but it is intended primarily to advertise the community. Perhaps there is a pamphlet or study outline of some type prepared for school use by an enterprising teacher. Because of the teacher's usual lack of civic experience, it is likely to be too academic in its approach for citizen use and too unrealistic to appeal to the student.

School Needs

If there is no material available for school use, you may safely conclude the schools need it, even though you find a lack of enthusiasm among the teachers for giving time to local government. It is not improbable that the lack of teaching interest is itself due to the absence of dynamic localized material.

Thomas H. Reed writes, "In my opinion the only practical way of providing study material for local government is . . . writing a book about local government in a particular community. . . . The need is for material available to teacher and pupil which will give a vivid concrete picture of the community in which the pupil lives."[1]

There are not one but many "publics." People vary in their relationships to their local government, in their interests and attitudes toward it and in their intellectual levels. The conclusion is obvious: there is probably no such thing as the "average citizen," and the effort to write a book which will be read by everybody—our usual interpretation of "average citizen"—is doomed to failure.

In selecting your reading public there is inevitably a temptation to kill as many birds as possible with one stone—and it plagues one all through the writing process. In the first four editions of the book prepared by the Grand Rapids League of Women Voters we were constantly trying to write both for the schools and for the "average citizen," with the result that we pleased neither.

Finally, in the fifth edition, at the urgent request of the teachers themselves, we decided to write exclusively for the ninth grade civics student. If the book were to prove of interest to the citizen, that would be a happy coincidence.

When we decided to rewrite our book primarily as a civics text book, its over-all objective naturally became the "guidance of the growth of the student to political maturity." This called for some interpretation of the term, "political maturity."

Political maturity implies traits and attitudes that grow out of experiences of a social and religious nature as well as out of both general and civic education.[2] A book about government is a limited tool in the attainment of this objective. Recognizing this, we have, however, attempted to write a book that would help the student:

[1]From a personal letter.

[2]See *Systematic Politics*, by Charles E. Merriam, Chicago, 1945, pages 258-260.

1. To see the community as an entity and as a problem of government, and to develop a "sense of belonging" to the community;

2. To think of government as the agency of the community for serving its own common good;

3. To learn to evaluate government on the basis of the adequacy and efficiency of its services and to think of governmental structure, laws and charters as a means to that end;

4. To think of government as a living process, meeting changing conditions and requiring adjustment to change;

5. To think of local government as the bulwark of democracy and freedom, the training ground for citizens;

6. To stimulate the future citizen to work for a two-fold objective:

a. to promote changes in government necessary to adapt it to changes in modes of living, in science and invention, and in social ideals,

b. to preserve the two key characteristics of democracy: control by the people and service to the common good.[3]

Popular publications on specific communities offer wide variation in form and content. This may indicate a corresponding variation in the readers and objectives they are planned to serve. Like the order of material in the *Know Your Town* survey outlined, many open with a page or two about the nature of the community, frequently in statistical form. But, unlike the *Know Your Town* arrangement which then goes directly to the subject of governmental services, most booklets next discuss election procedure, government offices or structure. There is usually a chapter on taxes. Few give services to the citizen a leading position. Some do not touch services at all.

The Grand Rapids book is designed on a slightly different psychological pattern. We have assumed that our reader is entirely unaware of the place of government in his life. We have attempted to lead him from a state of indifference toward government to a desire to participate effectively.

'Sense of Belonging'

The book begins with the reader's present environment, the physical, social and economic characteristics of his community. Carried further through class activities, this opening chapter should help give the student the "sense of belonging" to his community mentioned earlier. This material also serves to set the problem of local government for this particular community.

In Chapter II the story bridges over from the reader's interest in himself and his environment to the subject of government by showing how government grows out of the needs and desires of himself and his community.

The body of the book describes the three local governments—city, county and school district. Each of these three chapters begins with the citizen's experience as a recipient of daily governmental services, not

[3]For this conception of government we are indebted chiefly to Professor Charles E. Merriam.

his voting or taxpaying experiences. We assume that what he gets *from* government is uppermost in his mind. Each chapter treats first the direct services to the citizen, next the administrative tools, and then structure.

Finally, in attempting to serve our fourth objective, each chapter points out the needs for and methods of improving the unit of government it discusses. This approach also lays the groundwork for our second objective, the evaluation of government on the basis of the ends for which it exists, i.e., adequate and efficient services. Secondary emphasis is placed on the administrative tools and structure as means to that end.

Some of the problems of government arising out of the need to adjust to changes in modes of living wrought by science and invention and in changing social ideals are emphasized in the chapters on city planning and on intergovernmental relations. These chapters provide an introduction to the significant movement of decentralization and its resulting metropolitan area problems now so acute. It is intended to stimulate some creative thinking on the part of the reader and to move him to action.

Toward the Citizen

The last two chapters on voting and citizen action bring the book full cycle back to the reader himself and his individual part in democracy.

The booklet which most successfully takes the psychology of the citizen into account is *You are Democracy,* by Dorothy Schramm, published by the Iowa League of Women Voters. Packed full of meaningful and colorful charts, written in narrative form but in short, pungent paragraphs accented with black lead lines, it has eye appeal which also carries conviction.

The key to its effectiveness, however, is the author's intimate understanding of "Mr. John Q. Iowa Citizen," the hero of the book. Interspersed throughout are conversations with this gentleman which serve to lead him step by step through the voting process, political party participation, machinery of government, paying taxes and, most novel of all, his between-election job of keeping contact with his representative.

Whatever their quality, the local government booklets published by the Leagues of Women Voters derive their character from the fact that they are a product of group effort. Regardless of the reader group for whom they are written, regardless of their objectives, form or content, these booklets are all intended ultimately to create effective participation in government. Effective participation in our day must be group participation. The individual without group experience in citizen action would find it difficult to write a book intended to serve as a stimulant and practical guide. Here again the local civic organization has something of unique value to contribute to civic education in the schools as well as to adult political education.

An isolated individual could, of course, perform the factual research but he couldn't write our kind of

book. The qualities which give League of Women Voter booklets their intrinsic value are their objectives, their evaluation of factual material, understanding of government problems, concern for the common good, faith in democracy. These qualities are the composite result of long years of cooperative experience of an enduring citizen organization possessing a clearly delineated philosophy and objective, an amazing cohesiveness and a long view. These are the social—and, yes, religious—experiences which lead to political maturity. They are rarely attainable by a lone author.

To what extent do these booklets actually increase effective participation of citizens? Statistics would show how many are sold or given away. But how many are read? How many spur citizens to action? What has been the effect? How much more firmly is democracy entrenched in the hearts of the people?

What Are Results

Clear-cut answers are few. The league in Montgomery County, Maryland, says that its booklet on county government reform culminated in the adoption of a home rule county manager charter in 1948. Kingsport, Tennessee, writes that its booklet, *This Is Your County*, has resulted in larger votes at county elections and better trained election workers. The Hamden, Connecticut, league has received expressions of appreciation from new voters beyond fondest hopes.

The reaction of the press everywhere has been gratifying. The cooperation and financial assistance of chambers of commerce, educational foundations and the schools have provided an emphatic indication of value.

Perhaps the National Municipal League can advance general thinking on some of these problems. To whom should a booklet about a specific local government be directed? Toward what precise objectives should it be pointed? What materials should be included? What is the most effective arrangement and form? Can some way be devised to measure the effectiveness of the booklet?

We can be confident at least of the answer to one question: there is a need for some kind of publication about the local government of each particular community.

Oregon Civic Leader Dies

William S. U'Ren died in Portland, Oregon, on March 8, 1949, at the age of 90. Forty years ago U'Ren made history as an Oregon pioneer for reforms now familiar and established such as the initiative, referendum and recall, direct primaries, and the direct election of U. S. senators, the last of which Oregon in 1908 was the first state to adopt. He also fought for the short ballot and was a vice president of the National Short Ballot Organization from 1910 until its consolidation into the National Municipal League in 1915. He converted Woodrow Wilson, once a doctrinal and outspoken opponent, to his ideas in a famous interview at Princeton in 1911.

Phoenix Charter Rises Anew

Amendment clarifies positions of mayor and city manager after 25 years of confusion and political manipulation.

By PAUL KELSO*

VOTERS of Phoenix, Arizona, at a special election on November 16, 1948, approved a charter amendment which provides for development of more effective council-manager government. Designed to correct the weaknesses which have hampered operation of the council-manager plan in Phoenix since its inception 34 years ago, the amendment strengthens the charter by concentrating administrative authority in the manager and by erecting various safeguards to protect him against unwarranted interference by the council.

Adoption of the amendment must be attributed to the persistent and intelligent action of the Phoenix Charter Revision Committee which drafted the amendment and conducted the campaign for its adoption. Work of the committee was ably directed by its chairman, Charles C. Bernstein, Phoenix attorney.

Council-manager government in Phoenix rests upon a home rule charter adopted by the voters in October 1913 to go into effect in April 1914. Almost from the beginning, however, the plan has functioned in halting fashion, largely because of serious defects in the charter and because of the readiness of various mayors and city commissioners to exploit these defects.

The charter conferred an undue amount of executive authority in the mayor and excessive appointive authority in the city commission (city council). It exempted a number of administrative functions from control of the manager, who was required to submit his appointments to the commission for confirmation. There was some tendency, too, for the commission to consider the managership as a political position, to be filled by a supporter of its majority bloc.

As a consequence, responsibility for administration was divided, administrative coordination often was lacking, and commission-manager relations were marked either by the subservience of the manager or by discord.

The fact that annual elections often brought a change in the composition of the majority bloc contributed to a high separation rate for Phoenix city managers. Between April 1914 and November 1948 there were 31 appointments. The average tenure of a Phoenix manager was slightly more than one year; the longest period of service, achieved by the third manager, was about eight years.

Although council-manager government in Phoenix proved superior to the mayor-council form which it

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superseded, it was criticized by opponents and supporters alike. As a result, there were recurrent attempts either to modify or discard the charter. Between 1915 and 1941 four proposals to amend the charter provision for removing the manager were submitted to the voters and three were accepted.

A committee was appointed in 1915 to study the charter and recommend improvements, but its proposals were not accepted by the city commission. In 1935 the short-lived Aldermanic Government Club of Phoenix proposed a strong mayor plan but failed to bring about its adoption.

In 1937 the Fennemore committee —so-called because its chairman was H. M. Fennemore—appointed by Mayor John H. Udall, submitted various recommendations to the mayor and commission for strengthening the charter. The commission failed to take affirmative action. Recommendations similar to those of the Fennemore committee were made in 1940 by a committee named by Mayor Reed Shupe, but again the commission pigeon-holed them.

The commission in 1945 engaged Public Administration Service to make a comprehensive survey of city administration. In its *Report of Governmental Administration of the City of Phoenix, Arizona, 1945,* the Service proposed concentration of administrative responsibility in the manager and a fairly general overhauling of administrative organization and procedure. The report was submitted to the commission and apparently forgotten so far as official action was concerned.

The Charter Revision Committee which drafted the recently adopted amendments was appointed on October 23, 1947, by Mayor Busey, who in his campaign for election had promised to work for charter reform. The *Phoenix Gazette* of March 11, 1948, editorially characterized the committee as "probably the most capable and truly representative group of citizens that could have been assembled in Phoenix."

Charter Committee's Work

The city commission appropriated $10,000 for committee activities, but it used only $400 and asked that the remainder be set aside to help pay the cost of the special election in which its proposals would be presented to the voters. The committee collected a total of $2,050 from Phoenix businessmen to pay its expenses. Members served without pay.

The revision committee elected permanent officers and executive board members in January 1948 and planned to meet every Wednesday evening. All but one of its 40 members favored retaining and improving the council-manager plan.

According to Mr. Bernstein, its chairman, the committee talked from January to May and gradually narrowed the scope of its work to the re-writing of the charter section dealing with the structure of government. Meetings continued until submission of the charter amendment to the city commission in August.

The committee obtained full and sympathetic coverage of its proceedings in the three major newspapers as a result of an early decision to permit reporters to attend

meetings and to report the discussions as fully as they pleased.

Prerequisite to the drafting of the charter amendment was education of the committeemen themselves in the field of municipal government and administration. Materials on municipal government were obtained from the National Municipal League and other sources and distributed among members for study and group discussion. The League's *Model City Charter* figured prominently in debates and exerted a strong influence on the wording of several sections.

Various parts of the amendment, as well as the final draft, were sent to the National Municipal League for criticism and suggestions. The League was particularly helpful with the sections on tenure of and procedure for removing the manager, although its criticism that salaries proposed for mayor and councilmen were too high was not accepted. The agenda for each weekly meeting of the committee was carefully prepared, and verbatim copies of the proceedings were later sent to members.

The committee wished to write into the charter amendment a provision permitting the appointment of a manager from any place in the United States but realized that such a provision would conflict with the Arizona constitution which requires officers of state and local government to be qualified electors of the political division in which elected or appointed.

To remove this obstacle, the committee drafted an amendment to the state constitution to exempt city managers from the local residence requirement and succeeded in having it introduced into the legislature. Prompted by the committee, the legislature voted in March 1948 to place the proposition on the November 2 ballot for final action by Arizona voters. The amendment was adopted.

Amendment Submitted

The commission on September 28 voted to submit the charter amendment to the voters at a special election on November 16, after its endeavors to weaken it had failed because members of the majority bloc were unable to agree on the manner of vitiation.

Between September 29 and November 16 the Charter Revision Committee, aided by the Citizens' Organization for Charter Activity, conducted an intensive campaign for an affirmative vote. Talks were made before various meetings of the League of Women Voters and other women's organizations, Rotarians, Kiwanians and other service clubs, church groups and numerous other organizations.

A generous amount of newspaper space and radio time was devoted to the campaign. Shortly before election day, the committee inserted advertisements in Phoenix newspapers and distributed throughout the city a "Charter Revision Extra." By letter it requested the churches of the city to insert in their church bulletins on November 14 a notice of the special election.

Supporters of the charter amendment included the Phoenix League of Women Voters, the city's three leading newspapers, Chamber of Commerce, and a number of former

mayors and commissioners. Mayor Nicholas Udall, who had succeeded Mayor Busey on May 1, at first was neutral but later introduced into the commission a strong-mayor ordinance which he withdrew before commission action on it. In the closing days of the campaign, however, he came out in favor of the charter amendment.

The Phoenix Central Labor Council, on recommendation of the City Employees Unity Council, voted to oppose adoption of the amendment. It was endorsed, however, by William J. Eden, business representative of the Arizona Council, American Federation of State, County and Municipal Employees. The newspapers reported that City Manager James T. Deppe and three of the city commissioners were against the amendment.

Improvements Adopted

At the special election on November 16 the charter amendment carried by a vote of 6,595 to 2,949. The vote was light, only 9,544 of the total of 46,267 registered voters participating.

The charter amendment changed the name of the city's governing body from commission to council and enlarged its membership from five to seven, including the mayor. The mayor and incumbent councilmen were to appoint the two additional members, and all were to serve until the next election.

Elections will no longer be held annually in the spring; instead, they will be held in odd-numbered years, with the primary election on the second Tuesday in November and the general election on the second Tuesday in December. The mayor and six councilmen will enter and leave office at the same time instead of serving staggered terms, as in the past.

The amended charter stipulates that the council is to appoint a manager for an indefinite period solely on the basis of his qualifications as an executive and administrator. He is not required to be a Phoenix resident when appointed. Responsibility for administration is concentrated in the manager, who is given extensive powers of appointment and removal, subject to civil service regulations.

The amendment empowers the council, on recommendation of the manager, to "create, change and abolish offices, departments or agencies, boards and commissions," with three exceptions. Each department is to be headed by a director under control of the manager. The council and its members are expressly forbidden to meddle with the appointive and removal power of the manager or to interfere with administrative services. For violating this provision council members may be removed from office.

The council may remove the manager without cause by an affirmative vote of five of its members and for stated causes by an affirmative vote of four members. The council must by a majority vote adopt a preliminary resolution of intention at least 30 days before the passage of a resolution for removal; if removal is sought for cause, the resolution of intention must state the reasons. In either instance the manager may reply in writing within ten days and may ask for a public hearing, which

must be held not earlier than twenty days or later than 30 days after adoption of the preliminary resolution.

After the public hearing, but not sooner than 30 days after the resolution of intention, the council may remove the manager. The amendment states that "the action of the council in suspending or removing the manager shall be final and conclusive on everyone, it being the intention of this charter to vest all authority and fix all responsibility for such suspension and removal in the council."

The amendment raised the salary of the mayor to $6,000 per year and that of councilmen to $3,000. The manager's salary is fixed by ordinance.

Since adoption of the charter amendment incumbent councilmen have appointed the two additional councilmen and have re-appointed Mr. Deppe as city manager. Mayor Udall and one councilman voted against the appointments.

As the appointments were dictated by the three members of the council who fought adoption of the charter amendment, there are many persons in Phoenix who believe that, with an eye to the municipal elections next November and December, it would be prudent to form a citizens' organization as a safeguard against possible neglect by the council and manager to take advantage of the opportunity for better government offered by the charter amendment. It has been suggested that either the Charter Revision Committee or the Citizens' Organization for Charter Activity could serve as an excellent nucleus for a citizens' organization which would spearhead the drive for development of more effective municipal government.

PAYROLL TAX BOON TO TOLEDO

(Continued from page 166)

period with a comprehensive five-year fiscal plan produced by citizen–public official cooperation to restore city services from depression and wartime ailments.

2. When other methods of financing it failed, they together—but independent of outside aid—pioneered a new method.

3. The near clean-up of backed up public property maintenance, restoration of adequate city service levels, reduction of net general indebtedness to nothing, and addition of overdue new public improvements on a pay-as-you-go basis is a salutory program that stands in favorable contrast to the experience of most cities during this period.

4. The extra elimination of more than $14,000,000 of debts, large reduction of city property taxes, reestablishment of efficient city equipment and properties and limitation of new improvements to the more essential obtainable on a pay-as-you-go basis, and reasonable employee pay during a period of inflation, is a starter to counter-inflationary public spending policies talked about for 25 years but too seldom applied. The payroll income tax is working in Toledo.

News in Review

City, State and Nation . . . . Edited by H. M. Olmsted

Grave Issues Raised by Yonkers City Strike

Revision of New York Statute Is Proposed

AN EIGHT-DAY strike of municipal employees in Yonkers, New York, ended on March 7 after causing a great accumulation of garbage and other refuse and threatening the health and safety of the citizens.

The strike's end left several knotty problems unsolved including the efficacy of the so-called Condon-Wadlin law, the New York statute that seeks to ban strikes of public employees—state or local. Suggestions for change of the law have ranged from revision of its penalty provisions and insertion of compulsory grievance procedure, and possibly wage-fixing methods, to outright repeal.

The new city manager, Donald C. Wagner, who took office March 14, announced after conferences and a study of the situation that the penalties of the act necessarily apply. These include the provision that a striker can be re-hired only on five-year probation with no pay increase for three years.

The strike occurred as a result of refusal of four city employees to collect garbage at the Polish Community Center, where picket lines of a musicians' union were being maintained, and the suspension of these men and of fourteen others who refused to do Sunday work at straight-time rates of pay. The fourteen, as well as one of the other four, would not work on Sunday except at double pay, although Sunday was part of their regularly scheduled work week, according to the city manager, and the city council had recently adopted an ordinance authorizing double pay for emergency work only. The Sunday work scheduled for nine of the men was at the water bureau and for six at the department of public works.

Upon suspension of the eighteen men, some five hundred city employees, some of them members of Local 1025, United Government Workers, CIO, and others of Local 456, International Brotherhood of Teamsters, AFL, quit work on the morning of February 28. Acting City Manager John A. Peterson—regularly the city comptroller but serving temporarily as manager pending appointment of a permanent manager—announced that if the men did not report for work by 8 A.M. the following day they would be declared to have abandoned their positions and to have violated section 22-A of the civil service law (the Condon-Wadlin act). They would thus be subject to the penalties of that act.

Although the union officers called the work stoppage a protest and not a strike, the men failed to return; garbage and ash collection came to a halt and snow removal was left to efforts of transportation companies. Water pumps remained manned. The city manager sought to recruit workers from civil service lists and elsewhere with little success. Picket lines of the two unions were effective deterrents.

Injunctions against interference with municipal operations were obtained from a state judge on Saturday, March 5, and were served on officers of one union, but officials of the other avoided being served and its picket line remained.

At 3 P.M. on Monday, March 7, members of the city council and repre-

sentatives of the two unions met in the city manager's office and at 6 P.M. the strike was called off on the basis of a three-point agreement: all employees to return to work immediately "without prejudice to either side," details of pay for Sunday and holiday work, and grievance machinery, to be worked out in conference of city and union representatives.

Different opinions remained as to the applicability of the future restrictions under the Condon-Wadlin law, the acting manager asserting that they still applied while union leaders claimed the contrary.

The Yonkers strike provoked much discussion of the anti-strike law; its opponents, including opponents of the state administration, seek its repeal. Others, recognizing the danger and incongruity of strikes and labor monopolies in non-profit public service activities, urge that the law be improved and made more workable.

The New York *Herald-Tribune* said on March 9: "Needed are amendments coupling the strike prohibition with a requirement for grievance machinery, and tempering the penalty provisions so as to preserve civil service goals."

Council-Manager Plan Developments

On March 7 **Danvers, Massachusetts,** (population 14,179) adopted a town manager charter by a two to one vote of 2,670 to 1,297. The new charter will become effective in March 1950.

According to the *Observer* of **Fayetteville, North Carolina,** (17,428) that city has voted to adopt a council-manager charter. It will go into effect this spring after election in April of the five-man council provided by the charter, which will select a city manager.

Voters of **Mexico, Missouri,** (9,053) adopted the council-manager plan made optional for cities by state law on March 1 by a majority of 134. A citizens' committee, organized to campaign for the measure, furnished speakers, planned radio discussions and distributed manager fliers. The League of Women Voters worked actively, arranging discussion groups in the homes of its members.

Numerous town meetings held during March in **New Hampshire** acted on manager proposals. The plan was adopted in **Ashland** (1,460) by a vote of 312 to 122; **Bethlehem** (935) adopted it 203 to 179; and **Derry** (5,400) 685 to 607. Four towns which adopted the plan at 1948 town meetings voted to continue it: **Lancaster, Littleton, Meredith** and **Newport. Durham** voted to adjourn the question of adoption until November 15; **Belmont** decided against the plan 136 to 78; **Bristol** voted against it 294 to 56. **Conway,** which adopted the plan in March 1946, voted to discontinue it, 539 to 433. This is the first loss in New Hampshire, reports John D. Langmuir, executive director of the New Hampshire Federation of Taxpayers Associations.

In March **Killeen, Texas,** (1,263) adopted a home rule charter providing for the council-manager plan by a vote of 297 to 200.

At a recent town meeting in **Chelsea, Maine,** (2,280) the citizens voted 120 to 81 in favor of the manager plan.

On March 8 **Milbridge, Maine,** (1,318) voted to adopt the manager plan, effective in March 1950.

At a special town meeting held on February 14, voters of **Eliot, Maine,** rejected a council-manager proposal by a vote of 209 to 103.

Against the advice of its committee on municipal and county government, the New Hampshire House of Repre-

sentatives on February 15 passed a bill to permit the citizens of **Keene** to vote every year, if desired, on removal of the city manager. Representative Laurence M. Pickett, veteran Democrat from Keene, fought for the bill's adoption, aided by some Republicans who oppose the manager plan. The bill allows 3 per cent of the registered voters to call a special election on the issue of removal.

A bill to repeal the manager plan in **Portsmouth, New Hampshire,** subject to a referendum, has been introduced in the New Hampshire House.

Voters of **Brandon, Vermont,** rejected the manager plan at the town meeting of March 3.

In a surprise move at the March town meeting in **Poultney, Vermont,** the question of engaging a town manager received a favorable vote. No such article had been inserted in the notice of matters to be discussed at the meeting but it is understood that such an article will be carried in the warning for the village meeting and, if adopted, a manager will be appointed to carry on the affairs of both town and village.

Having been given an unfair five-day advantage over Plan E sponsors[1] in the grotesque race for petition signatures in **Boston,** the Plan A group—supported for the present by Mayor Curley and the local Democratic machine—amassed 125,000 signatures before filing its petition on February 14, shortly before Plan E advocates were in a position to file with the requisite minimum number of signatures. The latter group announced that it intends to collect signatures until July, the time limit for filing.

Meanwhile, the legal controversy over the petition was in the courts. In February Boston Communists assailed both Plan A and Plan E, including the proportional representation feature of the latter, claiming that P. R. would give minorities less opportunity for representation than under the present system with 22 ward councilmen.

The council-manager plan has received renewed support in **Springfield, Massachusetts,** and an organization which includes members of the old City Manager League and many others has been started. Plan D—council-manager form without proportional representation—is advocated.

Petitions for Plan D in **Haverhill, Massachusetts,** calling for a referendum election this fall, are reported to have received more than the requisite number of signatures.

On March 11 voters of **Amesbury, Massachusetts,** turned down a proposal for adoption of the manager plan. The vote was 1,901 to 1,385, with 835 unmarked ballots.

A bill authorizing a new charter for **Norwich, Connecticut,** has been introduced in the state legislature. It would permit consolidation of the city and town under the council-manager plan. The charter is the product of a citizens' commission that has worked on the subject over two years.

The Citizens Charter Committee of **New Haven, Connecticut,** continues its efforts for a proposed council-manager charter. Petitions in favor of a bill to authorize the charter have been prepared for presentation to the legislature.

A bill to authorize the manager plan for **Princess Anne, Maryland,** county seat of Somerset County, has been introduced in the state legislature.

A **Washington, D. C.,** home rule bill being drafted by the home rule subcommittee of the Senate's District of Columbia committee provides for

[1]See the March REVIEW, page 133.

a council of nine which will appoint a city manager. Senator Estes Kefauver, chairman of the subcommittee, said that all nine would be elected at large the first year, part for two year terms, the rest for four.

The city council of **Danville, Virginia,** has been asked to take the initiative in support of the council-manager plan, as was done by the city council of Martinsville, where the plan was adopted by overwhelming vote in January. The suggestion was referred for study to a "full round table." It was made by S. T. Martin, Jr., who headed the committee in charge of a manager campaign two years ago.

A council-manager campaign, supported by the Chamber of Commerce, is under way in **Oxford, North Carolina.** A bill to submit the question to popular vote has been introduced in the state legislature.

A bill providing the council-manager plan for **Columbia,** the state capital, has been passed by both houses of the South Carolina legislature and sent to the governor for his approval.

A council-manager charter for **Hillsdale, Michigan,** was defeated, 1,163 to 642, at a special election on February 21. This was a record vote for a strictly local election.

Sufficient signatures have been received in **Antigo, Wisconsin,** on petitions calling for a referendum on adoption of the manager plan.

A House committee hearing was held March 15 on a bill to make council-manager government optional for all **Illinois** cities except Chicago. Sponsored by Mrs. Bernice T. Vander Vries of Winnetka and backed by the Illinois Council-Manager Conference, the bill was introduced in the House of Representatives on February 23. The manager plan is now available only to cities under 5,000 and to villages.

The city council of **Sterling, Illinois,** has voted to ask the state legislature to permit cities of over 5,000 population to adopt the council-manager plan.

The *Herald* of **Harvard, Illinois,** points out the precarious condition of the city's finances and advocates a city manager.

A group in **Henderson, Kentucky,** is considering adoption of the council-manager plan.

A council-manager charter for **Athens, Tennessee,** has been drafted by a central committee composed of two representatives from each of seven civic groups, and has been offered to the public for study.

Citizens of **Grenada, Mississippi,** are conducting a campaign for adoption of the council-manager plan. The movement is actively supported by the present city administration and by the Grenada *County* Weekly, W. W. Whitaker, editor.

Petitions calling upon the city council of **Cameron, Missouri,** to hold an election on the question of adopting the manager plan are reported to have received nearly twice the necessary number of signatures, and have been filed with the mayor and council.

Voters of **Brady, Texas,** on March 4 rejected a proposed manager charter by a vote of 506 to 446.

Voters of **Napa, California,** are to pass on the question of adopting a council-manager charter in May.

In **Newport Beach, California,** which adopted the manager plan by ordinance in April 1948, a proposal to adopt a city charter embodying the manager plan was defeated at a special election on February 8. Authority of the city manager has recently been supplemented by city council action making him executive head of the city's administration with all heads of departments responsible to him.

Voters of **Merced, California,** will

ballot April 11 on a council-manager charter compiled by a board of freeholders.

The city council of **Pomona, California,** has adopted an ordinance providing for the new office of city administrator, to correlate municipal activities and handle administrative affairs between council meetings.

Mayor Charles R. Miller of **Corona, California,** advocated employment of a city manager in a recent radio broadcast, "City Hall Speaks."

Administrative Survey Planned for Milwaukee

The city of Milwaukee is planning a comprehensive administrative survey of its practices and procedures with a view toward improving the effectiveness of its city government. A committee was appointed at the end of 1948, in accordance with a resolution adopted by the city council, to investigate the methods of conducting such a survey. It has solicited suggestions from department heads, civic and labor organizations, and interested citizens for subjects to be included, and has formulated a tentative program which, together with the probable cost of the survey, was the subject of a general meeting on March 1 in the office of the mayor.

No appropriation has been provided as yet. The results of the meeting were to be submitted to the city council.

St. Louis Metropolitan Development Furthered

Representatives of the Missouri-Illinois Metropolitan Area Commission, together with members of the legislatures of the two states and of their Commissions on Interstate Cooperation, have agreed to sponsor an interstate compact for development of the area, together with enabling legislation. Highways, airports, bridges, flood control, sanitation works and railroad terminals are types of projects, largely interstate in nature, that may be involved.

Constitutional Revision Not Dead in Minnesota

Despite defeat of proposals to facilitate constitutional revision in Minnesota at last November's election[1] members of the Minnesota Constitutional Commission have already held informal meetings to discuss means of following up their report to the legislature, made last October, and their completely revised constitution which was placed before the legislature in January.[2]

The commission also voted unanimously to recommend to the legislature submission to the people in 1950 of the question of calling a constitutional convention. It was further agreed that individual members of the commission in the legislature should feel free to introduce as constitutional amendments various revisions proposed by the commission.

Arizona Civil Service Law Invalidated

As a result of a number of suits challenging the constitutionality of the state civil service law adopted by the voters of Arizona last November,[1] the State Supreme Court unanimously declared it unconstitutional in February. The court's opinion, stating the basis of the decision, was deferred, an immediate determination being deemed desirable since payrolls were being held up.

[1]See the REVIEW, January 1949, page 41.

[2]See the REVIEW, December 1948, page 599.

Illinois Facilitates Legislative Committee Work

In the Illinois House of Representatives, Speaker Paul Powell is placing emphasis on the committee system as the major machinery for reviewing proposed legislation.

The house has 153 members and 20 standing committees which handle bills. The total membership of these committees exceeds 600. This means that the average legislator has about four or five committee assignments. Since the number of committee rooms in Illinois' crowded statehouse is limited and ordinarily only six different hours are available for committee meetings, committees experience difficulty securing quorums unless schedules are carefully planned.

Speaker Powell, Democrat, turned over the chore of developing a committee schedule to the research staff of the Illinois Legislative Council, following the practice of his predecessor, Speaker Hugh Green, a Republican. The research staff worked out a master chart showing overlapping between committees, and then used this as a basis for scheduling simultaneous meetings of committees where, for these particular groups, overlapping was at a minimum.

The present speaker also continued and expanded another innovation worked out by his predecessor, a seventeen-point memorandum advising committee chairmen and clerks on the best way to handle committee procedures.

He urged orderly planning of hearings, saying:

"Chairmen who wish to help avoid the jam at the close of the session will find it advisable to review bills referred to them and to attempt to arrange an even schedule of hearings by consulting with the sponsors."

WILLIAM L. DAY
Illinois Legislative Council

Industrial Development Goal of State Agencies

State planning and development agencies devoted the greatest share of their energies in 1948 to industrial development, according to the American Society of Planning Officials. The society reports that such efforts ranged from straight publicity and advertising, designed to attract new companies to the state, to the administration of statutes permitting local governments to erect factory buildings.

Extension of tourist business, with use of publicity and other aids was another objective. Minnesota trained resort owners in bookkeeping and business methods. Arkansas developed a course for training in courtesy and Missouri encouraged the organization of regional associations for commercial operators to improve business in their areas.

Virginia cooperated with the state highway department to promote roadside zoning. Georgia was active in improving the inspection of tourist facilities, while New York pushed the development of an information service for vacationers.

During the past year, local planning assistance programs in Tennessee, Alabama and Louisiana continued to emphasize direct consulting assistance to the community. Other states, including New York, Connecticut, Indiana, Virginia, Pennsylvania, Maryland and New Hampshire, were active in promoting local city and county planning.

County and Township . . . . . *Edited by Elwyn A. Mauck*

Olympia Hears from the Counties

Local Officials Ask for Park Boards, Salary Rise

WASHINGTON state legislators now convened in Olympia are considering Senate bill 6 which would permit counties to establish park boards to operate in the same manner as city park boards. No additional taxes are involved, but proponents of the bill anticipate that park boards would spend recreation funds much more effectively than do the county commissioners.

Senate bill 27 would permit schools to cooperate in recreational activities with other public bodies. It is hoped that such cooperation would obviate duplicating recreational and community facilities such as in county or city parks or field houses and in school buildings within short distances of each other.

An increase in the salaries of county officials is proposed in several measures before the legislature. Stimulated by the current increase in salaries of state elected officials, proponents of the measures would increase county officials' pay from the present $5,500 maximum to $8,000 for the prosecuting attorney and $7,500 for the other elected officials. Also, they would increase the allowance for private cars used in county service to ten cents per mile.

The Seattle Municipal League has joined with King County employees in their fight to obtain legislation which would permit establishment of the merit system in the county civil service. This step was approved by the league's board of trustees.

County Exceeds Powers

King County, Washington, which has been condemning property for such purposes as hospitals, garbage dumps and airports on the assumption that the county had general powers of condemnation, recently discovered that it has been exceeding its legal authority.

The issue was raised in a case in which the county desired to condemn property on Mercer Island for park purposes. The defendant in opposing the action asserted that the county had no general power of condemnation. The case revealed that the county could condemn only for the purpose of constructing the Lake Washington ship canal.

County officials promptly drafted a bill for introduction in the legislature which would give counties the general right of condemnation for public purposes.

Santa Clara County Charter Upheld by Supreme Court

In a five to two decision on March 5, in the Santa Clara County suit[1] to declare the county's new manager charter illegal, the California Supreme Court has ruled that the County Superior Court over-reached its authority when it issued an order restraining the county supervisors from certifying the charter to the state legislature. The court also halted the suit for a permanent injunction which had started the proceedings.

The way is now clear for the supervisors to certify the new manager charter to the legislature, whose approval

[1]See the REVIEW, January 1949, page 46.

is necessary under California home rule law, unless those bringing the suit ask for a rehearing, which they may do within 30 days.

Philadelphia City-County Merger Bills Presented

A Philadelphia city-county consolidation bill,[1] originally designed to effect a complete merger of the governmental units in the county, has been presented to the Pennsylvania state legislature. It was sponsored by the Republican organization and five Philadelphia civic groups: Chamber of Commerce, Bureau of Municipal Research, Citizen's Council on City Planning, Committee of 70 and the Philadelphia Committee of the Pennsylvania Economy League.

These five civic groups, however, found it necessary to protest amendments to the bill which would merely give the city permissive power to take over the functions of county offices. The protest led to a compromise measure calling for abolition of all county offices.

Senate bill 4 provides for consolidation of the registration of voters in Philadelphia, which has been administered since 1937 by a county commission appointed by the governor, and election administration, now under city commissioners. The bill has been criticized because it provides for the combining of nonrelated functions with election administration —child care and weights and measures.

Unless consolidation of election activities may be obtained by legislation—and the attorney general has ruled that this is not constitutionally possible—the Bureau of Municipal Research and other civic leaders believe no action should be taken until an over-all city-county amendment is adopted.

[1]See the REVIEW, February 1949, page 92.

Knoxville-Knox County Government Center Planned

An attempt to develop workable plans for construction of the contemplated Knoxville-Knox County civic center is being made jointly by civic clubs, citizens and city and county planning commissions. An appropriate setting for these major public buildings is being emphasized, along with the need for substantial off-street parking space.

It is believed that the structures will include a library, auditorium, city and county administrative offices, quarters for the city police and county sheriff and a jail to be utilized by the two units of government.

Civic Groups Study County Government

An outgrowth of the activities of a "know your county" study group, a visible index type of booklet[1] has been issued jointly by the College Park, Maryland, branch of the American Association of University Women and the Prince George's County League of Women Voters. The objective of the study group was to assist its members in discovering how local government operates in order that they might become more alert and better informed as citizens of the community.

In the belief that other persons in the county would be equally interested in learning about the operations of their local governments, the information which the group found valuable was published in booklet form.

[1]*Know Your County Government, Facts About Prince George's County.* Edited by Mrs. Georgia K. Benjamin, College Park, Maryland, 1948.

Proportional Representation . . *Edited by George H. Hallett, Jr. and Wm. Redin Woodward*

(This department is successor to the Proportional Representation Review)

P. R. Recounts Fill Vacancies

Cambridge and Lowell, Mass., Each Select New Councilmen

VACANCIES in the P. R.—elected city councils of Cambridge and Lowell, Massachusetts, have been filled by recounts of the ballots which elected the former representative. This action was taken under the cities' Plan E (council-manager and proportional representation) charters. It serves to preserve the representative character of the council by replacing the vacating member with another preferred by the same group of voters and avoids the inconvenience and expense of a special election.

Toledo, another city with a council elected by P. R., also filled a council vacancy in recent months. Under its charter provisions, however, the vacancy was filled by vote of the remaining council members.

The Cambridge vacancy resulted from the death of Councilor Michael A. Sullivan and was filled by the election of ex-Councilor Thomas M. McNamara, a not unexpected result, according to the Cambridge *Chronicle-Sun*, which published a cautious prediction on January 13. When Mr. McNamara was declared elected he had more than three times as many votes as his nearest opponent.

The recount, held late in January, involved 3,744 ballots cast in the 1947 election and credited to Sullivan. A total of seven persons—the election commissioners and their clerks—completed the count in five hours with "no trouble of any kind and no extra expense," according to H. A. Penniman, secretary of the board of election commissioners.

This procedure was used once before in Cambridge in connection with the council and twice for the school committee, to elect successors to men who entered military service in the recent war.

The Lowell vacancy, caused by the death of Councilor James J. Bruin, was filled by Francis P. McMahon who, as did Bruin, belongs to the minority party of the present council. The 3,631 ballots credited to Bruin in the 1947 election were involved in the recount. Three candidates stood very close on the first sorting, but McMahon had a slight lead which increased to a substantial margin as the count proceeded. Thirty-one additional transfers of ballots were necessary to make sure that of the available candidates McMahon was the one most preferred by the voters whose ballots had elected the late Councilor Bruin.

The Toledo vacancy resulted from the resignation of Vice Mayor Thomas H. Burke, who recently became congressman from a Toledo district. After weeks of balloting the council unanimously elected Robert J. W. Meffley, a Toledo lawyer, to the position, according to the Toledo *City Journal*. Other vacancies were filled in a similar manner in 1941 and 1942, both occurring because the incumbents had been elected to other positions for which they resigned their council membership.

Use of P. R. in New York Analyzed

"The Repeal of P. R. in New York City—Ten Years in Retrospect" is the title of an article by Professors Belle Zeller of Brooklyn College and Hugh A. Bone of the University of Washington. It appears in the *American Political Science Review* for December 1948 (pages 1127-1148).

As the title suggests, the article describes the 1947 campaign for the repeal of P. R. in New York City, mentioning personalities and groups on each side, the principal arguments used and the financial backing of the committees that took the lead on each side. The latter portion of the article considers in particular those aspects of New York's experience with P. R. that tend to support or disprove arguments advanced in the repeal campaign.

The article contains several tabulations of votes and points out the importance of using the distribution of votes on the last deciding count, rather than that of the first choices only, in order to show the proportionality of results in a Hare system election. The many references to newspaper articles, campaign publications and other records constitute a thorough bibliography on the subject, useful for future research.

In connection with an interesting discussion of ethnic and nationality factors of voting in the light of the information furnished by New York's Hare system elections, the authors refer to an unpublished study at Hunter College by Doris Saltzman, "Racial and Religious Voting under Proportional Representation as Practiced in New York City." This study covers the first four P. R. elections and comes to the conclusion that "votes explainable only by nationality and religion ranged from 15 to 25 per cent."

Since much of the basic material discussed is not to be found in print and can be consulted only with considerable diligence, the article by Professors Zeller and Bone is to be prized for its scholarly delving into neglected election returns as well as for its review and evaluation of contemporary comment.

W. R. W.

Electoral College Change Debated

Senators Henry Cabot Lodge, Jr., of Massachusetts, J. William Fulbright of Arkansas, Clyde R. Hoey of North Carolina and H. Alexander Smith of New Jersey spoke before the Senate Judiciary Committee on February 23 in support of Senator Lodge's constitutional amendment to eliminate the electoral college in presidential elections. The amendment provides for division of the electoral vote in each state in direct proportion to the popular vote received by presidential candidates.

Several senators appeared in opposition to the measure.

Senator William Langer of North Dakota suggested going further and abolishing electoral votes entirely so that the president would be elected directly by popular vote. This proposal was once preferred by Senator Lodge before he came to the conclusion that the amendment presently proposed has a better chance of adoption.

William E. Boynton, William S. U'Ren—P. R. Pioneers

William E. Boynton of Ashtabula, Ohio, was a member of the Advisory Council of the Proportional Representation League from 1914, when a new

(Continued on page 194)

Taxation and Finance . . . . *Edited by Wade S. Smith*

New Revenues Flow in Pennsylvania

Local Units Enact 915 Taxes under 1948 Law

THE most amazing phenomena of the postwar period, in so far as a search for new local revenues is concerned, continues to be the developments in Pennsylvania under the now famous "Act 481" passed early in 1948. A compilation by the Pennsylvania Department of Internal Affairs shows that as of February 1, 1949, 732 local units have adopted a total of 915 taxes under the act.

Thirty-eight of the state's 48 eligible cities—Philadelphia cannot act under the statute—adopted a total of 58 measures. Of the 941 boroughs, 164 levied 230 tax measures, while seventeen of the 61 townships enacted eighteen new taxes, and 513 of the 2,541 school districts levied a total of 609 taxes under the statute. In each county of the state at least one local unit has enacted some measure under the act.

Per capita taxes, the most popular, have been levied in 242 local units—205 school districts, 32 boroughs, three cities and two townships. Next in popularity were severance taxes, adopted by 181 units of which 159 were school districts, fifteen boroughs and seven townships.

Amusement taxes were third, with 165 levies—76 in boroughs, 61 in school districts, 25 in cities and three in townships. Fourth place was taken by the income tax, levied in 152 instances. Again school districts led, with 109 income tax levies, followed by boroughs with 33 levies, cities with nine, and one township income levy.

No other tax was adopted in as many as 100 units. Among the minor levies the number dropped rapidly from 81 on mechanical devices, which stood fifth, to 26 mercantile and business taxes.

All But Eight States Take Action on Soldiers' Bonuses

Fourteen states have enacted bonus legislation.[1] They are Connecticut, Illinois, Iowa, Louisiana, Massachusetts, Michigan, New Hampshire, New York, North Dakota, Ohio, Rhode Island, South Dakota, Vermont and Washington.

In two other states, Minnesota and Indiana, voters have approved payment of a bonus but legislation is still to be enacted. Indiana's referendum was not binding but only for the legislature's information.

The Pennsylvania legislature has passed a bonus bill which does not become effective until a constitutional amendment, authorizing a bond issue of $500,000,000, is approved at the polls.

Maine, Missouri, Nebraska, Oregon and Wisconsin voters have turned down bonus proposals. In Wisconsin, where the vote was advisory, 76 per cent of the voters replied "no" to the question, "Shall the legislature enact a 3 per cent retail sales tax to raise a sum not to exceed $200,000,000 to be used to finance a bonus for veterans of World War II?"

Eighteen state legislatures, those in Alabama, Arizona, California, Colorado, Delaware, Florida, Georgia, Kansas, Nevada, New Jersey, New Mexico, Oklahoma, South Carolina, Tennessee,

[1]Information taken from a study of veterans' bonus proposals made by the Pennsylvania State Chamber of Commerce.

Texas, Utah, Virginia and West Virginia, turned down proposals either by vote or failure to take action.

Approximately two billion dollars in bonds have thus far been provided for veterans' bonuses.

Local Borrowing Costs Still Low

The cost of state and local borrowing, an important factor in the ultimate cost of the large postwar improvement programs now under way in most American communities, remains at low levels despite the continued large amount of borrowing. *The Bond Buyer's* index of yield for the bonds of twenty representative state and municipal units stood the first week in March 1941 at 2.21 per cent, compared with an all-time low of 1.29 per cent in the spring of 1946 and a high of 5.69 per cent in May 1933.

The cost of local borrowing had declined sharply during the war period as interest rates were driven down by the combination of a small volume of new borrowing and a high value to large taxpayers of the exemption of state and municipal bond interest income from high federal income taxes. As new borrowing for deferred improvements got under way early in 1946, and later as investors began to discount the tax exempt feature in anticipation of reductions in upper-bracket income tax rates, the interest rates began to rise.

The twenty-bond index rose above 2 per cent in November 1947 and advanced to 2.47 per cent in March 1948, reflecting in part the large state veterans' bonus bond issues of last winter. The market firmed up shortly, however, and by the first week in June 1948, the index was down to 2.23 per cent. It advanced gradually during the summer, prospects of a change in administration at Washington contributing to some discounting of anticipated income tax slashes.

By the first week of November 1948, the index was up to 2.45 per cent. The election returns in, it dropped to 2.31 per cent by the first week in December, and continued downward to 2.15 per cent in January 1949.

Thereafter the market had difficulty digesting some over-priced issues, and by mid-February the index was up to 2.21 per cent, where it remained in early March. A slowing down in the rate of new state and local borrowing helped dealers move older issues into investors' hands.

New Orleans Clears Terminal Financing

The efforts of New Orleans to issue $15,000,000 revenue bonds to finance a municipal railroad passenger terminal and related railroad terminal improvements, which was thwarted last year by a taxpayer's suit after the bonds had been officially awarded at public sale, finally came to fruition early in March 1949. Last year's suit was finally disposed of in the courts in the city's favor, after the litigation had caused cancellation of the original sales contract, and on February 25, 1949, the city re-offered the bonds.

Again, however, a taxpayer's suit intervened, and it seemed likely that there would be further obstruction. The action was withdrawn shortly, however, and the suit dismissed, according to press reports, so that the second sale went through.

Unanimous Recommendations But No Action

For nineteen years, according to the Florida Taxpayers Association, Florida legislatures have had before them recommendations for establishment of a state tax commission with authority to equalize property assessments, but

without result. Six independent surveys have been made of the state's tax system during the period, according to the association, each emphasizing the importance of a tax equalization body at the state level.

The six surveys were made in 1930, 1935, 1941, 1943-45 and 1947. There were two in the most recent year, one by the Taxpayers Association and one by a committee appointed by the governor. The 1943-45 survey was by a legislative committee, the other three by committees or agencies appointed by governors.

Assessors Recommend Valuation Changes

Memories of the sharp increase in local assessed valuations in the 1920s and their abrupt decline after 1929 have undoubtedly been in the minds of many local assessors as they wrestled with the problems of property valuation resulting from inflation following World War II. On the one hand, no one wishes to see a repetition of disastrous decreases in assessed valuations raised to reflect the recent inflated levels but, on the other hand, cities and other local units are faced with inflated operating costs and urgently need the additional revenues which may be secured by "writing up" their taxable valuations.

A frequent solution to the current difficulty has been to revise valuations upward by some factor taking account of estimated "permanent" or "normally" higher building costs but discounting the effect of housing scarcity on real estate prices. Several years ago such a formula was recommended by the National Association of Assessing Officers. This group, at a meeting in Chicago on January 27, reconsidered its earlier position and issued an amplified series of recommendations holding substantially to the earlier plan. The association recommendations were as follows:

"1. All available evidence indicates that the entire price and value structure has been raised above the prewar level.

"2. The use of the price level of 1939, 1940 or 1941 or any average of two or three of such years by assessing officers as a standard for determining assessed values in 1949 is completely unrealistic and the use of such a level should be abandoned.

"3. In interpreting the constitutional or statutory standard of value for property tax purposes in the various states and provinces present sales prices, costs and rental income are far better evidence of value than prewar prices, costs and rental income, provided the evidence based on sales is properly discounted to rule out any 'premiums for immediate occupancy,' 'bonuses for shelter' or any other similar charges.

"4. The policy now being followed in many state and local assessment jurisdictions of tenaciously clinging to the prewar price level as the best evidence of present market value is a violation of the spirit, if not the letter, of the law and for this reason should be abandoned.

"5. In furtherance of these principles, the advisory council reiterates that the local unit of assessment is essential for the preservation of local government. It further advocates the establishment and the maintenance of state tax authority to assist and equalize local assessing units. The coordination of the assessing function is essential to maintain equalization and to assist local assessing officers to carry out their duties with courage, courtesy, intelligence and to engender greater respect for the law under which they work."

Washington and Oregon Initiative Measures Discarded

An initiative measure approved by the voters of the state of Washington last November, providing for a veterans' bonus to be financed by cigarette and tobacco taxes, was declared unconstitutional in February.

As an aftermath of the passage of the measure, a bill was introduced in the 1949 session of the legislature to submit a constitutional amendment requiring that initiative measures entailing expenditures also make provision for raising the necessary funds. The fate of the bill has not yet been reported.

In neighboring Oregon, where a greatly liberalized old age assistance program was submitted as an initiative measure and approved by the voters, it is reported that the state attorney general ruled the measure was not adopted because of imperfections in the petitions. According to reports after the election, even the proponents of the measure had been apprehensive of its effects when tabulation of votes showed it to have passed. More recent reports are to the effect that the proponents acquiesced in the nullification of the proposal by the attorney general. At the same time, the 1949 legislature has under consideration a bill to increase old age benefit payments in order to provide some offset to increased living costs.

PROPORTIONAL REPRESENTATION

(Continued from page 190)

constitution embodying the names of the League's first council under it was adopted, until his death in late 1948.

Mr. Boynton was the man most responsible for the first adoption of P. R. in this country. He was among the small group of less than a dozen Ashtabula citizens who, in 1912, heard C. G. Hoag, during an impromptu visit to that city, discuss the merits of P. R. A labor leader and former president of the city council, commanding the respect of all citizens, Mr. Boynton saw the importance of P. R. at once and furnished the local leadership in a successful campaign for its adoption in 1915 as an amendment to the city's manager plan charter adopted the year previous.

Mr. Boynton took an active interest in the local use of P. R., served on the city council under it and led two successful defenses of it at the polls before it was finally repealed because of a temporary local situation in 1929. He continued to take satisfaction in the spread of P. R. to other cities and to follow its fortunes as long as he lived.

William S. U'Ren, one of the pioneer proportionalists in Oregon, died on March 8 in Portland. He was 90 years old. From 1908 to 1914 Mr. U'Ren led a vigorous movement for adoption of P. R. for the Oregon legislature. As a first step, by means of the initiative, the group secured an amendment to the state constitution expressly permitting its use. Efforts to secure P. R. for the legislature, however, were not successful though bills prescribing various types of P. R. were introduced at several sessions. Mr. U'Ren was responsible also for his state's adoption of numerous other reforms—see page 175.

Citizen Action . . . . . *Edited by Elsie S. Parker*

Manager Plan Supported by Local Groups

Massachusetts Cities Seek Good Beginning for Plan E

ONE objective of the newly organized and incorporated **Yonkers (New York) Citizens Union** is preservation of the city manager form of government, adopted by Yonkers in 1939. The new group held its election for permanent officers—executive chairman, vice chairman, secretary, treasurer and 24 executive members—on March 1. Sheldon M. Covell was elected as executive chairman.

The meeting was addressed by Richard S. Childs, chairman of the Citizens Union of New York City.

The union plans to organize on a ward basis with a chairman, co-chairman, and secretary; vice chairmen will represent the districts within each ward. Numerous standing committees are being organized. Membership is open to all members of the community with dues at two dollars.

In addition to its activities for the manager plan, the union's aims are: (1) to foster and promote sound business management of city affairs; (2) to advance and secure city-wide, non-partisan election of the mayor and councilmen; (3) to do all things necessary to effect its purposes, including nomination and support of candidates for any or all city offices.

In order to get the manager plan off to a good start, Massachusetts groups[1] supporting Plan E—council-manager and proportional representation—are girding their loins for forthcoming P. R. elections. In **Medford,** where the plan has been adopted to go into effect in January 1949, the **Plan E Charter Committee** will put a full slate of councilmanic candidates in the field at the November election. It has organized a speakers bureau to aid in the conduct of its educational campaign and plans to conduct mock P. R. elections. The association has elected Arthur D. Hall, prominent businessman, as its president.

The **Civic Association of Quincy** is building its strength to carry on the function for which it was organized—to see that Plan E works. It will select and support candidates for the city council and school board to be elected by P. R. in November. The organization has a membership of about 500 which is steadily expanding.

The **Junior Chamber of Commerce** and the **American Veterans Committee** have both gone on record as favoring a council-manager charter (Plan D) for **Springfield, Massachusetts.**

Salesmanship

"Manager Plan Salesmen Briefed" is the headline of a *Journal-Courier* story on the **New Haven Citizens Charter Committee for a Council-Manager Charter.** Members of its speakers bureau have been given instructions on the proposed new charter and an eight-point criticism of the present city government. The **League of Women Voters** will support the manager plan and expects to work closely with the charter committee, aiding with speakers, circulation of manager petitions, and in numerous other ways.

The **Littleton (New Hampshire) Taxpayers Association** recently voted

[1]For Boston Plan E activities see the REVIEW for March, page 133; for Worcester, same issue, page 145.

unanimously to continue its endorsement of the town manager plan as it has been operating in Littleton since its adoption there a year ago.

The *Eagle,* of Claremont, New Hampshire, recently conducted a quiz on the town's council-manager government. Seventeen correct answers to the 21 questions asked of some 112 persons was the average score. The range was considerable, however, reports the paper, some people answering only eight questions correctly, others getting all 21 right. Average score of 29 high school students was fifteen correct; of twenty city employees and officials, nineteen; and of 63 persons selected at random, seventeen.

The **Fair Lawn (New Jersey) Civic Union** has changed its by-laws to state that its purpose shall be to work for the success of the manager form of government, adopted last year. The union, which is made up of nine local organizations, will not support councilmanic candidates.

The **League of Women Voters of Summit, New Jersey,** has held a study session on forms of local government, including the council-manager plan.

"Support of the council-manager form of government" is the first of seventeen platform pledges adopted by councilmanic candidates supported by the **Dallas Voters Association.** Dallas has operated under the manager plan since 1931.

In **Idaho Falls, Idaho,** the **Junior Chamber of Commerce** has voted to conduct an educational program on the council-manager plan and its advantages for the city.

Athens, Tennessee, scene of "bullets and ballots" several years ago,[2] is now endeavoring to secure the council-manager plan, already granted to its county, McMinn, by the legislature. The **Chamber of Commerce, American Legion** and other civic groups have gone on record in favor of it and, at a public forum held at the county courthouse to acquaint citizens with the plan, those in attendance voted 92 to 17 in its favor.

[2]See "Tennessee County Mixes Bullets and Ballots," the REVIEW, September 1946, page 435.

New and Interesting Citizen Publications

Bound in red with a spring binding, the tiny *Citizen's Date Book* published by the **League of Women Voters of New Jersey** for 1949 is a most useful addition to a woman's hand bag. It contains a space for every day in the year on which one may jot down engagements, memoranda, etc. It provides a calendar of events in the state's political life, e.g., "March 1 Tuesday, Governor commissions members of the county board of elections"; "March 10, Thursday, 40 days before primary election. Last day voter may change his voting address or register for primary election," etc.

At the end of the calendar, maps indicate New Jersey congressional districts (also described by boundaries). Listed with addresses are New Jersey representatives to Congress, state legislators and executive officials, courts and their judges, etc. Voting information is provided. Ladies, it's worth having if you live in New Jersey—and a wonderful idea for elsewhere, too.

The 40 Billion Dollar Question—What Does the Government Budget Mean to the Citizen? (32 pages, fifteen cents) is a thought provoking "memo" issued by the **League of Women Voters of the United States.** It is planned to assist members in carrying out their "current agenda"—"analyzing federal taxes and expenditures in order to understand and support such fiscal policies as make for a stable

domestic economy." Illustrated by charts and graphs, the publication would be well worth a reading on the part of any citizen.

Complete information for the voter will be found in *Washington Voters' Handbook* (47 pages, one dollar), by Ernest Howard Campbell and George Duncan Smith, published by the **Bureau of Governmental Research and Services of the University of Washington.** Charts, maps, photographs of voting machines, sample ballots, aid the voter visually. Discussed are such subjects as voting qualifications, registration, voting procedure, citizenship, political parties, constitutional amendments and direct legislation and recall.

These Things We've Tried (432 pages, paperbound $1.50; clothbound $3), by Jean and Jess Ogden, describes a "five-year experiment in community development initiated and carried out by the Extension Division of the University of Virginia." The leaders of the project have been aiding in establishment of community projects many of which are described in their book.

A Community Studies Its Schools (63 pages) is the result of a survey by the **Westport (Connecticut) School Study Council,** a group of citizens organized at the request of the chairman of the board of education and superintendent of schools.

Investigated were buildings and equipment, school administration, teachers' salaries as compared with present-day living costs including incentive pay plans, conditions of work and manner of selecting and evaluating teachers, and an evaluation of the job which the schools are doing.

"On the whole," comments the report, "the Westport school system has been doing a pretty good job despite obvious shortages—shortages of help, shortages of space, shortages of cash. The job has been a conscientious one. . . . If anyone is to blame because the job is not better, it is we citizens of Westport who have not given our children's schools the support and the interest that they deserve."

Support for Optional Charter Report

Citizen leaders in New Jersey have joined hands to encourage improvement and strengthening of local government, says Kenneth Perry of New Brunswick, chairman of the **New Jersey Citizens Committee on Municipal Government.** Composed of representatives of civic, taxpayer, trade, labor and other organizations, as well as individuals, the group is promoting discussion of and support for the report of the State Commission on Municipal Government, headed by former Mayor Bayard Faulkner of Montclair, which recommends legislation providing optional charters for municipalities.[1] The committee has announced appointment of a representative executive committee and of county leaders.

* * *

Budget and Planning Committee

Fort Wayne's Mayor Branning has appointed a citizens' committee on budget and planning, according to the *News Letter* of the **Fort Wayne Civic Association.** The committee "gives promise of better understanding between the administration on the one hand and the business, financial and citizen groups on the other," comments the association.

* * *

Play on Words

"This is Good Government Season," headlines the **Philadelphia Committee of Seventy** in its bulletin, *Civic Affairs.*

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[1] See the REVIEW, December 1948, page 603, and March 1949, page 159.

"Beware, because everyone will be repeating slogans, words and terms which will lead you to believe that they are on the 'good government bandwagon.' Many words, like descriptive terms, sound alike but have double meanings. 'Raised' sounds exactly like 'razed,' but one means to lift up while the other means to tear down or destroy. For example, the city through the efforts of an aroused electorate overthrew the political control of the machine and *raised* itself from its ruins. Or, political forces kept promising the people good government but *razed* and sacked the city in order to perpetuate themselves in power.

"We suggest, therefore, that when you hear men advocate 'city-county consolidation,' 'home rule,' or a 'new city charter,' be sure you understand their interest in the city and how they interpret the terms."

* * *

City Fathers Seek Citizen Interest

Officials of **Sheboygan Falls, Wisconsin,** disappointed in the small interest their citizens are taking in government problems, decided to do something about it. On February 23 they held a "town hall meeting" in the high school to report on 1948 activities and projects to be undertaken in 1949, with an opportunity for the voter to raise questions.

* * *

Bringing Them In

A net gain of 500 members for 1948 is reported by the **Seattle Municipal League,** whose membership roll now stands at nearly 4,100. The league reports that 157 committee meetings were held during last year with a total attendance of 1,417. Committees completed 28 projects and adopted 46 recommendations.

How to Get More Members

The **Massachusetts Civic League** held a supper meeting at the Boston City Club for over a hundred guests not members of the organization. Its purpose was to hold "a frank discussion" about its work and what it "can offer to younger citizens of all races, creeds and political persuasions," says the League's *Lens.*

President Mayo A. Shattuck presided and discussed the organization's work. He suggested that "the Massachusetts Civic League can be built, perhaps, into a training school for loyal and industrious younger citizens; that in the diligent discharge of its work it can instruct its students and all its personnel in these important arts [politics and good government]; that it can finally send its capable graduates out to the two political parties prepared in the fundamentals and ready to insist upon good and efficient government."

Charles R. Cherington, secretary of the Littauer School and a vice president of the Civic League, appealed to those present to demonstrate that state and local issues are neither isolated nor unimportant in the world picture but are necessary starting points in any nonpartisan program for better government.

* * *

Aid for Committees

The **Chicago City Club,** which has long conducted much of its civic activities through member committees, has published in a series of installments in *The City Club Bulletin* "The Work of a Civic Committee—An Outline for the Guidance of Committee Chairmen and Members." "Every civic committee should consider itself an agency for the enlightenment of the membership of the City Club," says the first installment. "Then when the time comes for public action there

will be already a sound body of enlightened public opinion in the club ready to respond to the need or the opportunity."

* * *

Reporting to Members

The **Civic Federation of Chicago** has published its 55th annual report covering 1947-48 activities. Attractively bound and printed, the twelve-page document describes the work of the Federation before budget hearings of the city, county, sanitary district and board of education, and its attention to Chicago's revenue needs, the Chicago Budget Survey Committee, bonded debt situation, and the governmental salary policy of the area's major local governments.

Another Chicago organization, the **Citizens' Association,** has issued its 74th annual report for 1947-48, together with recommendations for 1948-49. Its basic activity is "continuous day-to-day covering of city council" activities, which "has received recognition and whole-hearted support during the past year from key officials in the city's administration which has extended and deepened its influence on local government." A high administrative official of the city is quoted as saying, "The Citizens' Association is giving invaluable service to Chicago in following so closely the activities of the city council." Comments by aldermen and other city officials are noted.

Marjory J. O'Hare, executive secretary of the **Hamilton County (Cincinnati) Good Government League,** listing 1948 league accomplishments, reports another successful year for the weekly "Cincinnati's Town Meeting of the Air." Town meetings are devoted to civic affairs of current interest and are usually presented in debate form. The league submitted a proposed legislative program to Governor Lausche, cooperated with the Ohio Civil Service Council to advance the merit system, supported a proposed one-house legislature, encouraged citizens to register and vote, cooperated with others on rat elimination, and had a hand in many other community activities.

The annual report of the **Citizens Union of New York City,** issued by its secretary, George H. Hallett, Jr., lists some ten accomplishments for 1948 including "a transit fare sufficient to meet current operating expenses and some needed improvements" and "a magnificent start on a $200,000,000 program of city public housing without cash subsidy." Another list sets forth 1949 objectives, among them effective air pollution control, permanent personal registration, loosening of the city's financial strait-jacket and more housing and slum clearance.

The *1948 Annual Report* (abridged) of the **San Francisco Civic League of Improvement Clubs and Associations** cites the city problems in which it has been interested—traffic, transit including subway plans, a new bridge suggested to parallel the Golden Gate Bridge, Cherry River Dam, etc.

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Strictly Personal

Chester J. Morse, Detroit attorney, has been appointed executive secretary of the Detroit Citizens League, succeeding **Hale G. Knight,** who has resigned to enter private business. Mr. Morse has been a director of the league for some twelve years.

The Massachusetts State Plan E Association, composed of local Plan E groups, has elected **William R. Hulbert, Jr.,** of Boston as its president, succeeding **George A. McLaughlin,** Cambridge attorney. **Gerald O'Neill** of Worcester was chosen as vice president, and **Kathleen Morphew** of Beverly as secretary-treasurer.

Researcher's Digest . . . . Edited by John E. Bebout

State Support for Local Governments

Effects of Municipal Needs on State Fiscal Policies

LOCAL units of government in Illinois receive one out of every four dollars that state spends, according to a report issued in October by the Illinois Legislative Council, J. F. Isakoff, director. The 44-page document, *Financial Aid for Local Governments,* discusses in some detail the alternative methods of increasing aid to local units: appropriating additional grants from the state treasury or expanding the local tax base. It also reports on the present extent of state aid and local revenue sources in Illinois. Seven tables are included.

The proposed total local assistance budget for 1949-50 in California is over $390,392,000, the greater part of which —almost $278,000,000—represents subventions for education, social welfare, public health, public works and other purposes; the remainder consists of shared revenues for general government, county roads and city streets. These facts are presented in a table contained in a fourteen-page article, "State Support of Local Units," by J. Roy Holland and Harry V. Cheshire, in the February issue of the *Tax Digest* of the California Taxpayers' Association. The article discusses these expenditures in detail.

Two recent reports deal with Tennessee finance. *Trends in Public Finance as They Affect Citizens and Taxpayers in Tennessee* (51 pages) is the third annual issue of this publication of the Tennessee Taxpayers Association, William R. Pouder, executive secretary. The third in another series of yearly reports is *Your Money and Mine: A Summary of State Finances, 1947-48* (50 pages), published by the Tennessee State Planning Commission, Harold V. Miller, executive director. Both reports include detailed discussions of state aid to local governments with many tables and graphs.

An Introduction to Kansas Finance: State Government, by Jack F. McKay, is one of a series of "Citizen's Pamphlets" put out by the Bureau of Government Research of the University of Kansas. The 30-page publication carries a clear graphic presentation of the source and distribution of Kansas revenues in 1947 which shows that grants to local governments were about equal to expenditures on direct state operations.

The Chambers of Commerce of Buffalo, Rochester and Syracuse have prepared a guide for local action under the New York State permissive tax law, *Sound Tax Policy for New York Cities* (12 pages).

Special Report on Proposed Tax Measures is a tabulation by the Utah Foundation, Henry R. Pearson, director, of measures relating to increases or decreases in taxation which have been introduced in the current Utah legislature.

State Administration in Nevada Surveyed

Administrative Reorganization for Effective Government Management in Nevada (126 pages) is a report by Albert Gorvine, a member of the staff of the Graduate Division for Training in Public Service of New York University, which was published in December by the Nevada Legislative

ounsel Bureau, J. E. Springmeyer, irector.

According to the author, the main urpose of the report is presentation f measures designed to "centralize n the hands of the executive the con- rol of the administrative structure ith a resulting increase in the ef- ectiveness of legislative supervision."

Two introductory chapters discuss he reorganization problem and tra- itional, constitutional and statutory arriers to effective management. The ollowing three chapters are devoted o general administrative organization nd administration of personnel and f finance. Each describes the exist- ng system and concludes with a num- er of detailed recommendations for hange.

Three charts show the present ad- ministrative organization of Nevada's overnment and Mr. Gorvine's pro- osed alternative plans, one requiring onstitutional change, the other not. here are also a number of organi- ation charts of existing major state epartments, tables showing the tatus of reorganization in all the tates and a bibliography.

Bureau Notes

"What do you do?" the University of Pennsylvania's Institute of Local and State Government is asking local officials, particularly those in that state. The institute would like to hear from officials who have evolved short-cuts and found answers to, among others, the following problems: care and preservation of records, municipal insurance, municipal pension plans, joint use of facilities and personnel, smoke control and house numbering. Officials are invited, in the supplement to the *Borough Bulletin* for March 1949, to write to the institute at 3437 Woodland Avenue, Philadelphia 4, submitting information about such administrative problems and suggesting topics for future issues of the supplement.

Greater Cleveland for March 2, the bulletin of the Cleveland Citizens League, is devoted to reports of recent effective activities of the league and of its associated agency, the Cleveland Bureau of Governmental Research. Guy C. Larcom, Jr., is director of both groups.

The Governmental Research Association, Louis D. Brown, secretary, has introduced its *Reporter,* to appear every other month, as the replacement for *Notes and References.* The first issue, that for January-February, contains an article on the association's plans for 1949 and departments: "Here and There in the Field"—surveying research activities over the country, "Researcher's Review" and "Personal Notes," in addition to the featured articles. A new series of *Notes and References* will be issued at irregular intervals "as material is received in the national office which should be called to the attention of GRA members."

Research Pamphlets and Articles

Budgets

New Type State Budget Submitted to 1949 General Assembly. (The first Connecticut budget to present the grand total of anticipated revenues and expenditures for all the state funds.) Hartford, Connecticut Public Expenditure Council, *Taxpayers News,* February 1949. 2 pp.

The 1949-51 Budget—Another New High for Pennsylvania. Harrisburg, Pennsylvania State Chamber of Commerce, *Legislative Service Bulletin,* February 25, 1949. 12 pp.

The State Budget. Boston, Massa-

chusetts Federation of Taxpayers Associations, *Taxtalk,* January 1949. 2 pp.

State Executive Budget. Madison, Wisconsin Taxpayers Alliance, *Wisconsin Taxpayer,* February 1949. 8 pp.

State of Maryland Budget Making. Some Elements of the State's Initial Budget Proposal. The State's Proposed Initial Budget Increases. Baltimore, Commission on Governmental Efficiency and Economy, *Your Tax Dollar,* February 5, 7, 9, 1949. 2, 3 and 3 pp. respectively.

Courts

Magistrate Courts in St. Louis. St. Louis, Governmental Research Institute, December 1948. 18 pp.

Selection of Judges in State Courts. (Evaluates traditional and composite systems; discusses proposals for improvement in Illinois.) Springfield, Illinois Legislative Council, 1948. 26 pp.

Debt

Municipal Debt. (In Fall River, Massachusetts.) Fall River, Taxpayers' Association, *Bulletin,* February 1949. 4 pp.

Education

Classroom Pupil Size. Lackawanna, New York, Tax Research Bureau, *Comments,* February 1949. 6 pp.

A Community Studies Its Schools. (Survey of eight cooperating Pennsylvania school districts concluding that a joint senior high school should be established and that other coordinating steps should be taken.) Philadelphia, Pennsylvania Economy League, Southeastern Division, 1948. 66 pp. $1.

A Look At Teachers' Salaries. Comparative Data for the Whole State and for Allegheny County. Pittsburgh, Pennsylvania Economy League, Western Division, *Newsletter,* January 1949. 10 pp.

Proposed School Aid System. Madison, Wisconsin Taxpayers Alliance, *Wisconsin Taxpayer,* January 1949. 3 pp.

Public School Finances in Utah, 1916-1949. Salt Lake City, Utah Foundation, 1949. 4 pp.

Qualifications of Teachers, Principals and Supervisors. Santa Fe, Taxpayers Association of New Mexico, *New Mexico Tax Bulletin,* February 1949. 9 pp.

Report on Institutions of Higher Education. Lincoln, Nebraska Legislative Council, November 1948. 35 pp.

State Regents Overlook Implications of Aid Plan. The Halpern-Milmoe Bill.[1] Rochester, Bureau of Municipal Research, *Bulletin,* January 1949; Special Supplement to *Bulletin,* February 5, 1949. 3 pp. each.

Elections and Voting

Facilitating Election Registration in Downstate Illinois. Springfield, Illinois Legislative Council, 1948. 19 pp.

Food Regulation

Regulation of Frozen Dairy Foods. By Ernest Howard Campbell and Kenneth N. Bragg. Seattle, University of Washington, Bureau of Governmental Research and Services, 1949. 59 pp.

Housing

Greater Seattle Housing Market Survey. By Bayard O. Wheeler and Edith Dyer Rainboth. Seattle, University of Washington, Bureau of Business Research, 1948. 188 pp. tables, graphs, maps. $3.50.

Legislation

Law Making in Connecticut. An Explanation of the Procedure Followed in Enacting Bills into Law. Storrs, University of Connecticut, Institute of Public Service, January 1949. 5 pp. diagram.

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[1] See the REVIEW, March, page 153.

Licenses

Municipal Regulation of Taxicabs. ...cludes representative ordinances ... sample forms.) By Ernest ...ward Campbell and Joshua H. ...gel. Seattle, University of Wash...ton, Bureau of Governmental Re...rch and Services, 1948. 74 pp.

Liquor Control

...iquor Control. Licenses and Taxes ... 45 States. Topeka, Kansas Legis...ve Council, January 14, 1949. 56

Personnel

"he Administration of Civil Service ...Cities of the Third Class in Penn...wania. (One of 29 conclusions: "The ...mmission form of government, as ...vided' by law [for all such cities] ... itself a hindrance to the merit ...tem.") By Alfred Haines Cope. ...iladelphia, University of Pennsyl...nia, 1948. 166 pp.

Digest of Proposed Personnel Law. ...lahoma City, Oklahoma Public Ex...nditures Council, *Bulletin,* January ...9. 2 pp.

Directory of Agencies and Officers of ... Territory of Hawaii. (Fourth edi...n.) (Includes organization chart of ...waii's government.) Honolulu, Uni...rsity of Hawaii, Legislative Reference ...reau, 1949. 48 pp.

Directory of the Personnel of Our ...ty Government, 1949. Toronto, Bu...au of Municipal Research, 1949. 6 pp.

Five-Day Week vs. Five-and-a-Half-...y Week in State Offices. By Mary ...ice Klyce. Nashville, Tennessee ...ate Planning Commission, 1949. 6 pp.

Personnel Record: Student Ad...inistrative Analysts. Los Angeles, ...unty Division of Administrative Re...arch, 1948. 60 pp.

A Position Classification Procedure ... Newark. Newark, Bureau of Mu...cipal Research, 1948. 8 pp.

The Proposed Pay Plan. (Summary ... Public Administration Service's recommended new pay plan for civil service employees of Hartford.) Hartford, Governmental Research Institute, *Taxpayers' Business,* January 1949. 4 pp.

Public Welfare

Report on Children's Laws. Report on Public Assistance. Lincoln, Nebraska Legislative Council, 1948. 51 and 18 pp. respectively.

Purchasing

Centralized Purchasing for Washington Cities. (Includes typical ordinances and forms.) By Ernest Howard Campbell. Seattle, University of Washington, Bureau of Governmental Research and Services, 1948. 45 pp.

Statutory Provisions Relating to Purchasing in the Major Local Governments of Chicago, 1948. (Includes a comparative analysis of statutes.) Chicago, Civic Federation, 1948. 45 pp.

Research

Taxpayers' Associations. As American as Apple Pie. (The duties of taxpayers' associations: to "dig out the facts"; to tell the people the facts; to "energize and activate citizen groups to use facts and put good ideas into operation.") By N. Bradford Trenham. New York, Tax Foundation, *Tax Outlook,* February 1949. 4 pp.

State Government

Governor Richard C. Dillon. A Study in New Mexico Politics. By Charles B. Judah. Albuquerque, University of New Mexico, Division of Government Research, 1948. 40 pp.

Kansas State Board of Agriculture. A Study in Kansas Administrative History. By Edwin O. Stene. Lawrence, University of Kansas, Bureau of Government Research, 1948. 76 pp.

Problems Before the 1949 Kansas Legislature. By Tom Page. Lawrence, University of Kansas, Bureau of Government Research, *Your Government,* January 15, 1949. 4 pp.

Streets and Highways

Better Administration for County Roads. Oklahoma City, Oklahoma Public Expenditures Council, *Your Report on Government,* January 1949. 4 pp.

Excerpts from Engineering Report to Washington State Legislative Joint Fact-Finding Committee on Highways, Streets and Bridges. (Relating to cities and towns.) Seattle, University of Washington, Bureau of Governmental Research, *Washington Municipal Bulletin,* November 30, 1948. 18 pp.

Taxation and Finance

County Services and the Tax Load. A Logical Basis for Distributing [Allegheny] County Costs. Pittsburgh, Pennsylvania Economy League, Western Division, *Newsletter,* February 1949. 10 pp.

Current Problems in Tax Equity. The Taxation of Personal Income versus Consumers Sales. ("Both personal income taxes and consumer sales taxes can be so designed as to protect the subsistence level. . . . Progression is far more easily applied to the income tax. . . . The income tax is more susceptible to group exploitation" are among the points in the summary statement.) By John F. Sly. New York, Tax Foundation, *Tax Review,* February 1949. 7 pp. tables.

Financial Data, City of Providence, Rhode Island, 1939-1948. Providence, Governmental Research Bureau, *Bulletin,* January 1949. 14 pp. tables.

Post-Auditing of State Government in Utah. Salt Lake City, Utah Foundation, February 1949. 4 pp.

The State Auditor. By J. W. Bibb, Jr. Lawrence, University of Kansas, Bureau of Government Research, *Your Government,* February 15, 1949. 1 p.

Traffic and Parking

City Traffic Control. New York, Citizens Budget Commission, 1948. 4 pp.

Comment on Traffic and Parking Toronto, Bureau of Municipal Research, *Civic Affairs,* October 30, 1948 5 pp.

Parking Meters. San Francisco, Bureau of Governmental Research, *Bulletin,* November 23, 1948. 1 p.

Parking Meters. Sioux City, Iowa Woodbury County Taxpayers Conference, *Bulletin,* November 1, 1948. 1 p

Studies of Weaving and Merging Traffic. A Symposium. By F. Houston Wynn ("Weaving Practices on One Way Highways"), Stewart M. Gourlay ("Merging Traffic Characteristics Applied to Acceleration Lane Design") and Richard I. Strickland ("A Study of Merging Vehicular Traffic Movements".) New Haven, Yale University, Bureau of Highway Traffic, 1948. 130 pp. tables figures, photographs.

Unemployment Compensation

Unemployment Compensation in Nevada. Reno, Nevada Taxpayers Association, *Tax Review,* October 1948 6 pp.

Utilities

Planning Garbage and Refuse Facilities for the Small Community. (Includes U. S. Public Health Service's suggested ordinance and two other ordinances.) By Charles L. Crangle Nashville, Tennessee State Planning Commission, 1948. 34 pp. $1.

Zoning

Boards of Adjustment Can Make or Break Zoning. Philadelphia, University of Pennsylvania, Institute of Local and State Government, *Borough Bulletin,* December 1948. 2 pp.

The Use of Building Codes and Land Use Zoning Ordinances in Washington Cities. Seattle, University of Washington, Bureau of Governmental Research *Washington Municipal Bulletin,* December 17, 1948. 8 pp.

ooks in Review

he Background of City Government Politics in Toledo. By O. Gar- Jones. Toledo, University of edo, Department of Political nce, 1948. 62 pp. mimeo. 75 cents. pply University Book Store.)

a serious a problem as any this ntry faces is the political illiteracy immaturity of many of its citi- Lots of people talk about it and y about it but not very many y face up to it and do something ure it.

Garfield Jones is a man who has doing something about it for s. But Dr. Jones is one of those professors who concentrates his gies on teaching instead of writing, the result that it was only re- ly he reduced to the printed some of the lectures he has been g to students in his course in tive citizenship. He might never done so had he not happened to taken to the hospital last year, ing his associates to make up the res from his notes.

ese lectures—"The Nonpartisan ement in Toledo," "The Rise of a onal Politician" and "The Charter ory of Toledo"—obviously leave nts with a feeling of familiarity the forces and experiences which made Toledo what it is politicalday and, even more important, a feeling of responsibility for t is going to happen in the future. ow many young people, arriving voting age, feel that they know t is going on politically in their communities? Not very many, 's the pity. What will it profit a en to think he has a smattering national and world affairs if he ot equipped to be an effective en in his home town.

would be a good thing if all young people, either in college or in high school, could be given this kind of background. Perhaps it would be possible for Dr. Jones or someone else to provide a general outline which could be readily filled in with the essential facts and personalities which have contributed significantly to each community's political development.

A. W.

Los Angeles County Chief Administrative Officer: Ten Years' Experience. By Abraham Holtzman. Los Angeles, University of California at Los Angeles, Bureau of Governmental Research, 1948. 77 pp. 50 cents.

The office of C. A. O. (chief administrative officer) was created in Los Angeles County by an ordinance of the board of supervisors ten years ago. The supervisors thus retained their powers to appoint all department heads and their budgetary control. etc., the C. A. O. being their coordinator and executive secretary. Chief Administrative Officer Wayne R. Allen has occupied the post since the beginning and, being persuasive and efficient, has always had his way in overseeing the 22,000 employees in that huge and complex county and has been permitted to keep in line the independently-elected sheriffs, district attorneys and assessors.

Lacking authority to manage except by the habitual sufferance of complaisant supervisors, the C. A. O. is not recognized as a county manager by the International City Managers' Association.

The C. A. O. experience has been described in the REVIEW recently.[1] This study is, of course, much more

[1]See "Big City Held in Hobble Chains," by Clyde E. Hawley, the REVIEW, November 1948, page 538.

elaborate and detailed but the author's cloudy conclusions, claiming advantages over the council-manager plan, might have better awaited trials in additional jurisdictions and with personalities other than that of the extraordinarily competent Mr. Allen.

R. S. C.

Unit on Plan E City Government for Eighth Grades. Worcester, Massachusetts, School Department, 1949. 23 pp.

Unit on Plan E City Government for Senior High Schools. Worcester, Massachusetts, School Department, 1948. 30 pp.

As part of the remarkable follow-up with which citizens of Worcester are developing local interest in the new council-manager and proportional representation government in the long period between its adoption in November 1947 and the first election in November 1949, the schools have issued these lucid text books for classroom use, with incidental benefit to teachers and parents.

Planning the Modern City (Volumes I and II). By Harold MacLean Lewis. New York City, John Wiley & Sons, Inc., 1949. 284 and 224 pp. respectively. $6 each.

A handsome profusely illustrated review of planning efforts in all lands, authoritatively explained in readable objective fashion. The collection of maps and photographs is remarkably well selected to demonstrate the points of the text.

Milwaukee—The History of a City. By Bayrd Still. Madison, State Historical Society of Wisconsin, 1948. xvi, 638 pp. $6.

A conscientious narrative from the trading post days of 1795 to the present, with photographs covering the personalities, industries and po tics of a fairly typical American cit

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Additional Books and Pamphlets

(See also Researcher's Digest and other departments)

Bonds

Important Municipal Bond Offerin by Dealers in 1948. New York *The Bond Buyer,* 1949. 104 pp.

Directories

Directory of the American Politic Science Association 1948 (second ed tion). Edited by Franklin L. Burdett Columbus 10, Ohio, the Associatio 1948. xiv, 360 pp. Clothbound, $ paperbound, $3.

Manual of the Senate and House Delegates, Forty-ninth Legislatu Charleston, West Virginia Legislatu 1949. 246 pp.

State Manual Containing Offici List of Officers, Board, Commissio and County Officers. Dover, Delawa Secretary of State, 1949. 62 pp.

Elections and Voting

Absentee Voters and Suffrage Law By George Frederick Miller. Was ington, D. C., The Daylion Compan 1948. 224 pp.

Voting in 1948. By R. K. McNick Washington, D. C., Editorial Resear Reports, 1948. 20 pp.

Electric Rates

Typical Residential Electric Bi 1948, Cities of 2,500 Population a More. Washington 25, D. C., Fede Power Commission, 1948. 64 pp. cents.

Federal-State Relations

Are We Maintaining Our Fede System? (Addresses delivered closing session of Ninth Bienn General Assembly of the States, troit, December 4, 1948). By Ros Drummond, John Gaus, John

ricker and William Preston Lane, . Chicago 37, Council of State Gov-nments, 1949. 19 pp.

Fire Insurance

Reduced Fire Insurance Costs for ublic Buildings in New Jersey. Tren-n, New Jersey State League of Mu-cipalities, 1948. 12 pp.

Government Textbooks

Sait's American Parties and Elec-ns (fourth edition). By Howard R. nniman. New York, Appleton-ntury-Crofts, Inc., 1948. viii, 668 pp. 75.

The American Problem of Govern-nt (fifth edition). By Chester C. axey. New York, Appleton-Century-ofts, Inc., 1949. ix, 651 pp. $4.25.

Housing

New Homes for Old—Publicly Owned ousing in Tennessee. By William F. rsen. Knoxville, University of nnessee, Bureau of Public Adminis-tion, 1948. ix, 83 pp.

Legislation

Suggested State Legislation. Pro-m for 1949. Developed by the uncil of State Governments and, ere indicated, Federal Administra-e Agencies in Cooperation with the ited States Department of Justice. icago 37, The Council, 1948. 68 pp.

Neighborhoods

The Neighborhood—Grass Roots of nerican Democracy. By H. Daniel rpenter. New York 23, New York ciety for Ethical Culture, 1948. 27 pp. cents.

Personnel

What Do Our Employees Want? urvey and study of employee at-udes and desires). Tyler, Texas, The y Manager, 1948. 25 pp.

Planning

apital Improvement Program 1949-through 1954-55. San Francisco 2, partment of City Planning, 1949. riously paged. Maps.

Proceedings Third Annual Confer-ence of the Association of State Plan-ning and Development Agencies, May 19, 20 and 21, 1948, Nashville, Tennessee. Chicago 37, the Association, 1948. Variously paged.

Toledo's Future in the Making. A Progress Report. Toledo, Toledo-Lucas County Plan Commissions, 1949. 18 pp. Illus.

Population

Forecasts of Population and School Enrollment in the United States: 1948 to 1960. Washington 25, D. C., Depart-ment of Commerce, Bureau of the Census, 1949. 16 pp.

Public Administration

Area and Administration. By James W. Fesler. (Lectures delivered at the University of Alabama during the week of December 1 to 6, 1947, as part of the Southern Regional Training Program in Public Administration.) University, University of Alabama Press, 1949. 158 pp. $2.50.

Source Materials in Public Adminis-tration. A Selected Bibliography Re-printed from Public Administration Libraries. Chicago 37, Public Adminis-tration Service, 1948. 30 pp. $1.

Rats and Rat Control in U. S. Urban Communities. Final Report of National Committee for Rat Control. Washing-ton, D. C., United States Department of the Interior, Fish and Wildlife Service, 1948. 18 pp.

Recreation

A Brief Bibliography on Recreation-al Programs of State Planning Depart-ments. Chicago, American Society of Planning Officials, 1948. 4 pp. 50 cents.

Proceedings of the 30th National Recreation Congress September 26-30, 1948, Omaha, Nebraska. New York 10, National Recreation Association, 1948. 208 pp. $2.25.

Recreation in Review. 1948 Annual Report. Greensboro, North Carolina,

Park and Recreation Department, 1949. 29 pp. illus.

Recreation for Greensboro. Greensboro, North Carolina, Department of Planning, 1949. 12 pp. illus. 50 cents.

State Government

Administrative Reorganization of State Governments. A Bibliography. By Marianne Yates and Martha Gilchrist. Chicago 37, Council of State Governments, 1948. 12 pp. 50 cents.

General Report of the Joint State Government Commission 1947-1949 to the General Assembly of the Commonwealth of Pennsylvania. Harrisburg, the Commission, 1949. 27 pp.

Taxation and Finance

Commonwealth-Owned Tax-Exempt Real Property. A Report of the Joint State Government Commission to the General Assembly of the Commonwealth of Pennsylvania. Harrisburg, The Commission, 1949. 19 pp.

Connecticut Tax Survey 1948. Report of the Connecticut State Tax Survey Committee. Hartford, the Committee, 1949. viii, 179 pp.

Financial Planning for Governments. By A. E. Buck, et al. Chicago 37, Municipal Finance Officers Association of the United States and Canada, *Municipal Finance,* February 1949. 32 pp. 50 cents.

The New Look in City Taxes. New York 7, Tax Institute, *Tax Policy,* December 1948. 12 pp. 25 cents.

Report of Findings and Recommendations on the Pennsylvania Tax System by the Tax Study Committee. Harrisburg, the Committee, 1949. Part I, 51 pp.; part II, 16 pp.

Revenue and Expenditure of Selected States in 1948. Washington 25, D. C., Department of Commerce, Bureau of the Census, 1949. 11 pp.

State-Collected Municipally-Shared Taxes—1948 Supplement. Chicago 37, American Municipal Association, 1948. 16 pp. $1.

Analysis of Fiscal Operations Idaho State Government. Boise, Idaho State Tax Commission, 1948. 55 pp.

Where Cities Get Their Money. 1949 Supplement. By Miner B. Phillipps. Chicago 37, Municipal Finance Officers Association, 1949. 30 pp. $1.

Philadelphia's Management. Final Report of the Special Committee on City Finances. Philadelphia, Committee of Fifteen. 1948. 70 pp.

State Aid to Local Governments. By Robert F. Drury, Jacob M. Jaffe and M. Lynden Mannen. Washington 25, D. C., Department of Commerce, Bureau of the Census, 1948. 52 pp.

State Tax Legislation 1947. Chicago 37, Federation of Tax Administrators, 1948. 22 pp.

Traffic Safety

Child Safety in Traffic. Program Kit on Traffic Safety Promotion for March. Chicago 6, National Safety Council, 1949, Variously paged.

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Veterans

The Veterans' Bonus in Pennsylvania and Other States. A Factual Report Covering Statutory Provisions, Referendum Results, Bond Issues and Taxes Involved. Harrisburg, Pennsylvania State Chamber of Commerce, 1949. 16 pp.[1]

[1]For a review of this pamphlet see page 191, this issue.